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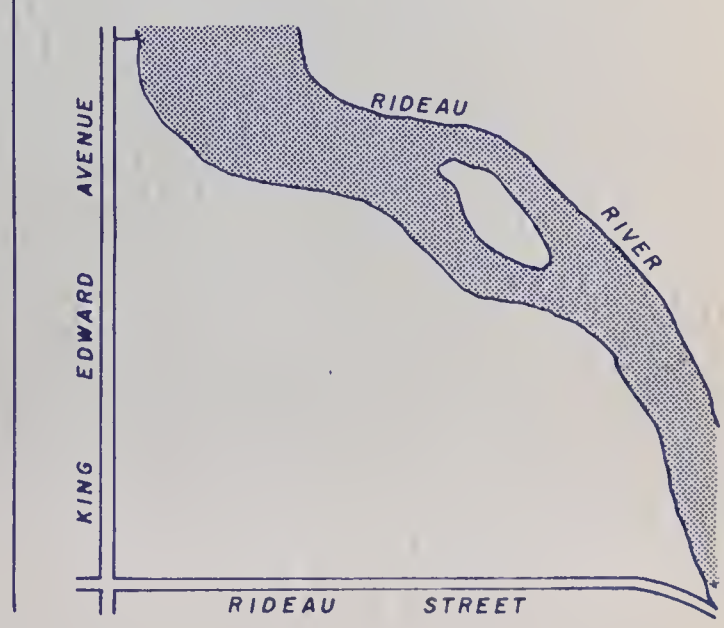
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LOWER TOWN EAST NEIGHBOURHOOD STUDY

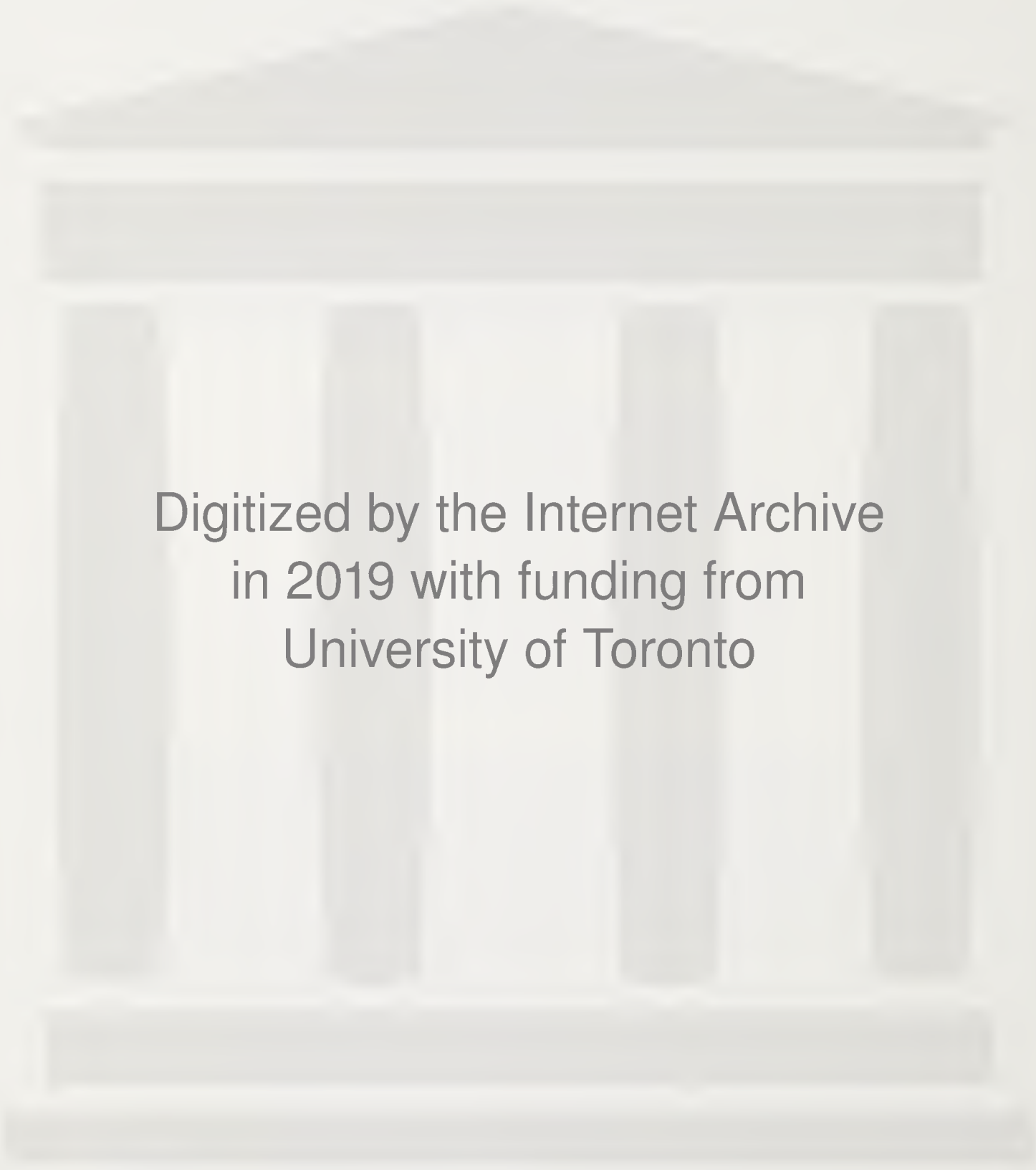
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LOWER TOWN EAST **NEIGHBOURHOOD STUDY**



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**LOWER TOWN EAST
NEIGHBOURHOOD STUDY**

17 **MARCH 1966
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PLANNING & WORKS DEPARTMENT
CITY OF OTTAWA**

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PREFACE

P R E F A C E

The Lower Town East Neighbourhood Study forms part of a broad and continuing programme of planning studies which will be undertaken, eventually, for all fifty-seven neighbourhoods in the City of Ottawa. In essence, the study provides the basis for guiding public, private, and institutional investment in the neighbourhood, for undertaking urban renewal action in the neighbourhood, and for receiving financial assistance from the Provincial and Federal Governments to improve the neighbourhood.

Most developed parts of Ottawa, particularly the older residential areas, require thorough study to identify and solve their worst physical problems, and to prevent the emergence of many problems in the future. Ultimately, these solutions must be expressed in proposed plans and programmes which, for the most part, can be implemented in physical terms. However, if the proposed physical solutions are to be effective and realistic, two basic principles must be followed. Firstly, the residential areas involved must be thoroughly analysed in social, economic, and physical terms. Secondly, the area studied should be coincident with a definite and recognizable community, such as one of the neighbourhoods or planning units established in the Official Plan for the Ottawa Planning Area. In effect, the goals of such a study are planning goals, and a planning approach is necessary.

The sequence for studying neighbourhoods and, accordingly, the reason for examining Lower Town East, has been suggested by a compendium of data, including the conclusions arising out of the series of city-wide urban renewal studies undertaken since 1958, the recommendations of the Ottawa-Hull Transportation Study completed in 1965, the type and rate of development experienced by the neighbourhood, and the need for essential community facilities.

Although at the time the city-wide urban renewal study was undertaken, the Hintonburgh-Mechanicsville neighbourhood was identified as the first area for renewal action and Lower Town East as the second, the Transportation Study recommendations had not yet been completed, but it was anticipated that Hintonburgh-Mechanicsville was to be more directly affected by road proposals than Lower Town East. Accordingly, it was felt that proposed urban renewal action would be more timely for Lower Town East. Other influences were the declared urgency for a vocational school and an arena to be located in Lower Town East and to serve the surrounding area, the need for replacing the entire sewer system in the neighbourhood, and a deficiency in park facilities to serve the neighbourhood.

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	Traffic Department
	Water Works Department
	Welfare Department
ORGANIZATIONS	Bell Telephone Company
	Collegiate Board
	Good Shepherd Convent
	Island Park Lodge
	Ottawa Parking Authority
	Ottawa Gas
	Ottawa Hydro
	Patro St. Vincent de Paul Association
	Public Library
	Public School Board
	Separate School Board
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PART I
INTRODUCTION

LOWER TOWN EAST

LOCATION

CONFEDERATION

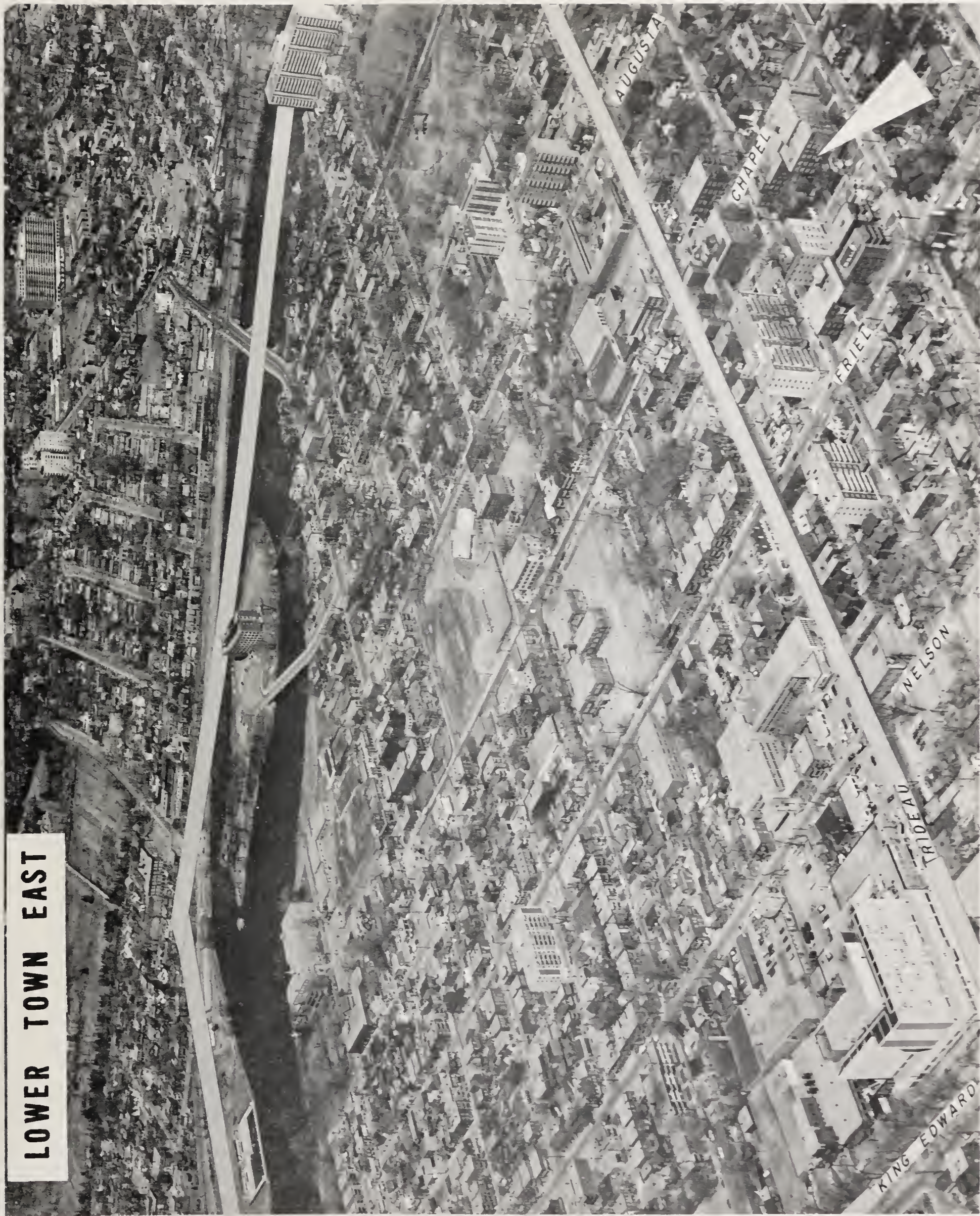
KING EDWARD

ST. PATRICK

RIPEAU



LOWER TOWN EAST



I I N T R O D U C T I O N

APPROACH

Before relatively small neighbourhood areas, such as Lower Town East, can be improved to the extent that their effective use and vitality is assured, they must be considered within the context of projected development for the whole City. Moreover, if it is expected that once improved, a neighbourhood will remain essentially viable and self-sustaining, the emphasis in public renewal action must be on the retention and enhancement of desirable features, rather than on the wholesale replacement of substandard elements. This subtle and complex approach is reasonable only when it forms part of a comprehensive planning programme involving an examination and analysis of the area's development, and the preparation and implementation of individual plans suited to local needs, but consistent with City-wide plans. Fundamentally, this approach involves a sequence of steps focussing down from the general to the specific, or more particularly, from the whole City to an individual neighbourhood, and then to specific areas, and individual buildings or facilities.

The following steps illustrate this approach, and, more specifically, indicate the terms of reference for this study.

1. Ottawa Official Plan: A general statement of development policy for the City, respecting its basic elements, including general land use pattern, neighbourhood delineation, population distribution, and transportation network.
2. Neighbourhood Concept Plan: A more detailed statement of policy regarding the development of a particular neighbourhood, including its basic functions in terms of land use and circulation.
3. Neighbourhood Development Plan: A generalized plan and programme for the development and redevelopment of the whole neighbourhood, indicating the relationship of the more important neighbourhood activities, structures, and spaces.
4. Local Project Plan: A detailed site plan for an area in a neighbourhood requiring some specific action. It provides an indication of the type of working designs required, and of the expenditure involved, in order that individual projects can be assessed and integrated into development plans for the whole neighbourhood.
5. Implementation Programme: A sequence of steps to attain goals determined by the project and development plans, including the assignment of administrative, construction, and financial responsibilities for all agencies and individuals involved.

Prior to this neighbourhood investigation, several city-wide studies had already established certain general criteria, such as the delineation of neighbourhoods, population forecasts, population distribution, transportation network, general land use pattern, park land standards, and zoning regulations. This present study is intended to refine and, where necessary, modify these broader studies and plans through a more detailed investigation of these aspects of the community. At the beginning, the study identifies the elements or areas in the neighbourhood which require more detailed and intimate consideration, and then it explores these more specific problems. Initially, the neighbourhood investigation primarily depended upon existing records dispersed amongst numerous agencies and departments throughout the City. Subsequently, this data was augmented by field work and analysis, leading to its proposed planning programme and recommendations.

As a document, the report provides a more accurate and complete picture of the neighbourhood than has been previously available, and should provide a better insight into its future. Even more important, it establishes a definite guide for future public and private action and investment in the neighbourhood.

Within this framework, the neighbourhood study attempts to determine the character of Lower Town East in social, economic, and physical terms; to suggest the probable future role of the area; to indicate social and physical problems evident in the area; and to recommend both specific projects and general courses of action to improve the neighbourhood.

LOCATION

Lower Town East, basically a French ethnic, residential community, is located at the eastern edge of the Ottawa Central Business District, and approximately one-half mile east of Confederation Square, which is the functional centre of the City (Photo: Lower Town East Location; Map 1). Across the Rideau River, which forms the eastern boundary of the neighbourhood, lies the City of Eastview, also a basically French community. The City of Hull, in the Province of Quebec, is one and one-half miles northwest of the neighbourhood.

Lower Town East covers an area of 186 acres and accommodates 9,400 people (Photo: Lower Town East). Generally triangular in shape, at present the neighbourhood measures one-half mile in a north-south direction, two-thirds of a mile in an east-west direction, and is bounded on the south by Rideau Street, on the west by King Edward Avenue, and on the northeast by the Rideau River.

The Dominion Bureau of Statistics 1961 Census of Canada has been used to provide a general indication of the characteristics of the neighbourhood. While the boundaries of the census tracts do not coincide precisely with the neighbourhood boundaries, they are similar enough to reflect the characteristics of the neighbourhood, particularly when used in percentage terms. To provide a comparison, these

significant neighbourhood characteristics have been compared with the adjacent census tracts.

DEVELOPMENT CONTROLS

Official Plan

The Plan of Land Use designates the whole neighbourhood, as well as the adjacent areas to the south, northeast, and northwest, for residential purposes (Map 2). The area immediately to the southwest forms part of the Ottawa Central Area.

According to the Plan of Roads, Lower Town East is bounded on the south by a secondary arterial, on the west by a primary arterial, and on the northwest, across the Rideau River, by a primary arterial. In addition, a major collector cuts through the neighbourhood from east to west.

A comprehensive transportation study of the Ottawa-Hull Area, jointly undertaken by the federal, provincial and local municipal levels of government, was formally completed in September, 1965. The study's recommendations, having been approved in principle by all the participating municipalities, are now in the process of being incorporated into the Plan of Roads, and accordingly, had to form one of the bases of this study.

The most dramatic effect of the transportation study recommendations on the neighbourhood will result from a four-lane divided freeway to be located at the western edge of the neighbourhood between King Edward Avenue and Nelson and Rose Streets. When completed, this freeway is expected to act as a visual and functional barrier, rising from 16 feet above ground level at Rideau Street to 30 feet above grade at Cathcart Street, with underpasses only at St. Andrew, St. Patrick, York, and Rideau Streets. In effect, the western boundary of the residential neighbourhood will be shifted from King Edward Avenue to the eastern side of the freeway, or in line with Nelson and Rose Streets.

The four-lane undivided arterial classification of Rideau Street on the south, and the six-lane divided arterial classification of King Edward Avenue on the west, will not directly affect the neighbourhood. However, classification of St. Patrick, as a four-lane undivided arterial with an 86' right-of-way, will have a significant impact on the area, since St. Patrick is only 66 feet wide at present, and many buildings now exist with less than 70 feet separating them across the street.

Charlotte and Chapel have been classified as collectors to provide major north-south movement within the neighbourhood. York Street, also classified as a collector, will accommodate internal east-west movement, and externally, will provide access off the King Edward Freeway into the Central Area.

In addition, as a result of the proposed King Edward Freeway and its ramp system, several streets have been recommended for closing.

Zoning

With the exception of several of the easterly blocks, the frontage along St. Patrick and Rideau Streets within the neighbourhood has been zoned for commercial development (Map 3). Most of the remainder of the neighbourhood is zoned residential or public, although there is a small area in the southwestern corner which is zoned industrial and residential-office. Primarily, the zoning pattern directs high density residential development, that is with a floor space index of 2.0 and 2.5, to the southeastern third and, to a very limited extent, to the northwestern corner of the neighbourhood. These higher density areas could reasonably accommodate between 125 and 135 persons per net acre of residential land. The bulk of the residential area is zoned for lower density development with a floor space index of 1.5, and could accommodate approximately 90 persons per net acre.

Minimum Housing Standards

The City of Ottawa has in effect a bylaw which establishes and enforces a minimum standard for residential accommodation in the City of Ottawa. Generally, it deals with minimum occupancy standards, and regulates the condition of yards, accessory buildings, basements, building structures, sanitation and cooking facilities, utilities, and ventilation.

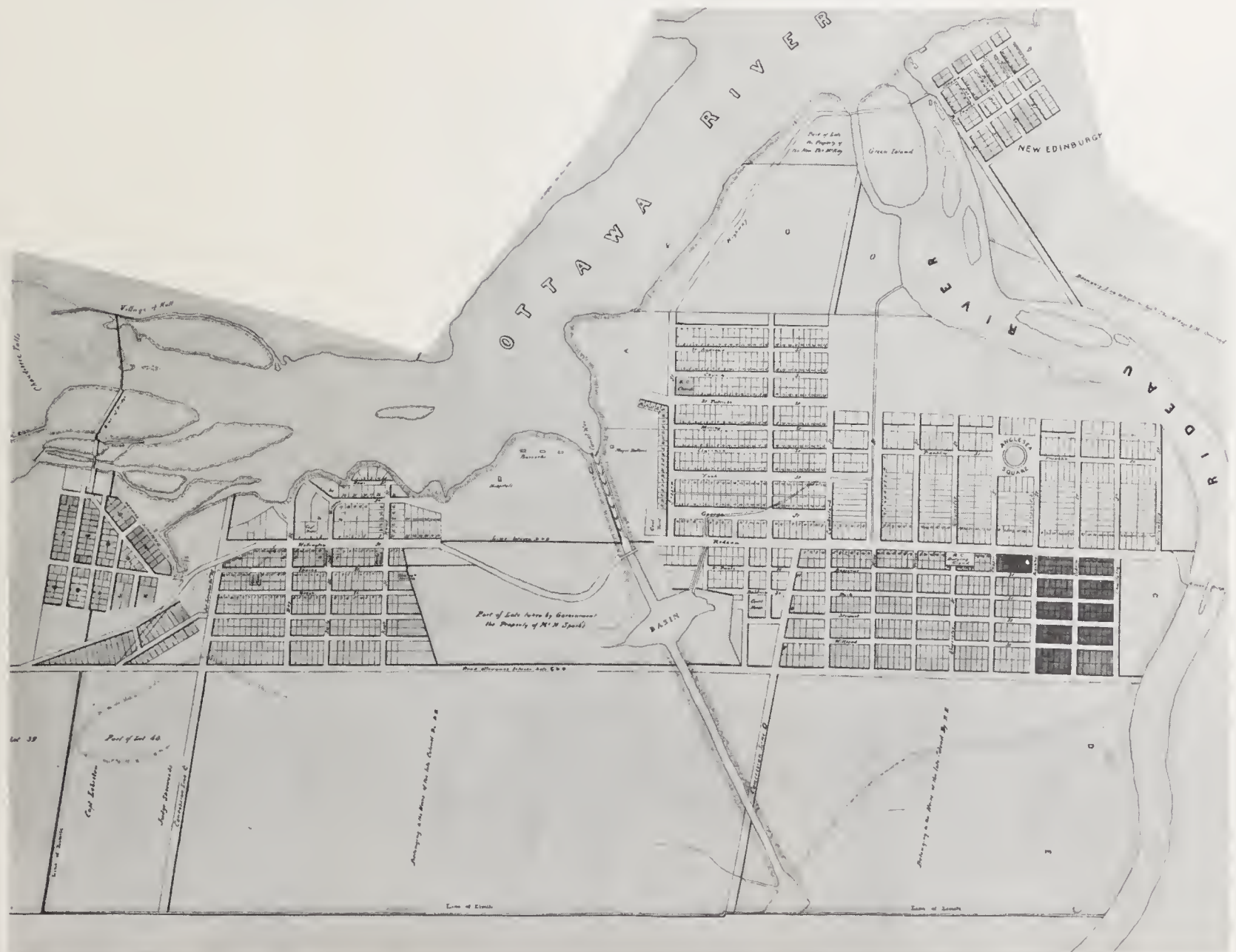
PART II
NEIGHBOURHOOD ANALYSIS

LOWER TOWN, 1854 AND 1876

1



2



INSTITUTIONS

3



4



5



6



7



8



NEIGHBOURHOOD SCHOOLS

9



10



11



12



APARTMENT LIVING

13



14



15



16



GOOD HOUSING

17



18



19



20



1957 AERIAL PHOTOGRAPH



ST. PATRICK

RIDEAU

KING EDWARD

CHARLOTTE

1964 AERIAL PHOTOGRAPH



II NEIGHBOURHOOD ANALYSIS

TOPOGRAPHY

The most notable topographic characteristics of Lower Town East are emphasized by the Rideau River, which forms the northeastern side of this triangular neighbourhood (Map 4). While most of the neighbourhood is fairly level, or at least gently sloping, the most dramatic physical feature is the bank of the Rideau River at the eastern edge of the neighbourhood, where there is a drop of 75 feet in less than 900 feet. The northwestern half, however, is quite flat, and the southeastern half is a gently sloped, bowl-shaped area. The highest elevation in the neighbourhood, 145 feet above sea level, is near the centre of McDonald Park in the southeastern part of Lower Town East.

HISTORY

Lower Town is one of the earliest settlements in the Ottawa area, having resulted directly from the construction of the Rideau Canal. In 1824, Major Eliot was instructed by the Governor Chief of British North America to survey what is now Lower Town as a possible site for a fortified village. He found the swamps and bush so impenetrable that he had to give up. However, in 1826, the interest in Lower Town was again revived when the Governor Chief gave Colonel By a sketch showing the land he had acquired for the Crown to accommodate the proposed Rideau Canal and a settlement to house the construction workers.

Upper Town was planned, and its development began almost immediately. Most of Lower Town had to be drained before development could occur, but by 1827, Colonel By had rented the first lots on Rideau Street. By 1829, there were 126 civilian buildings in Lower Town, although only 21 had been built in Upper Town.

Generally, development occurred first in the southwestern part of Lower Town; by 1835, it had extended into the lower edge of what is now the Lower Town East Neighbourhood; and by 1865, most of the neighbourhood was developed (Photo 1). It is interesting to note that Lower Town East was the eastern part of the community originally incorporated as Bytown in 1847, and later as the City of Ottawa in 1855.

EXISTING DEVELOPMENT

While Lower Town East is essentially a residential community, development throughout the neighbourhood takes many different forms. The southwestern corner of the neighbourhood is composed of relatively large, closely packed, non-residential uses, such as warehouses, offices, a theatre, and a newspaper plant (Map 5). The northeastern edge is composed of fairly large institutional uses in an informal, open, park-like setting, including Porter's Island Lodge (a home for the aged), the Good Shepherd Convent, and the Patro St. Vincent de Paul Association. Except for the more formal arrangement of buildings, the eastern edge is somewhat similar in character, and includes such elements

as apartment buildings, the Jewish Home for the Aged, the Turkish Embassy, and the Embassy of the Republic of China (Photos 3 to 12). The southern edge of the neighbourhood, which is really an appendage or extension of the Ottawa Central Business District is composed of a mixture of large old homes, many converted to business uses, and some fairly new, large, commercial and institutional uses, such as a motor hotel and the Jewish Community Centre. Development along St. Patrick Street is a mixture of single family dwellings, small apartment buildings, and small local shops. The activity or service centre for the neighbourhood is really a random and somewhat haphazard grouping of facilities on St. Patrick Street near the Chapel Street intersection, and includes St. Anne's Hall, St. Anne's Church, Caisse Populaire, and a number of local shops and eating establishments.

The remainder of the neighbourhood is divided into three distinctly different residential areas. The newest, most substantial, best maintained, and highest valued area is located generally east of Cobourg Street (Photos 17 to 20). It is composed of fairly large homes, many of which have rather spacious landscaped front and rear yards.

The oldest, poorest, and most congested part of the neighbourhood is located north of St. Patrick and west of Notre Dame. It is composed of small frame houses on very narrow streets, with very small, and frequently negligible, front, side, or rear yards. Additionally, this area is intermixed with incompatible, non-residential uses.

The remaining part of the neighbourhood is a fairly old, relatively small, apartment or row house area. These predominantly multiple family masonry buildings are generally quite old, and accommodate relatively large numbers of people.

SOCIAL CHARACTERISTICS

Lower Town East is overwhelmingly a tightly knit, Roman Catholic, French speaking, high density residential community, whose residents have relatively low incomes and generally lower levels of formal education.

Population Growth

In 1965, Lower Town East contained almost 9,400 people, having increased by 9% since 1958. During this same period, some significant shifts in population occurred within the neighbourhood. The most notable shift occurred in the eastern part of the neighbourhood where the population increased by 38% to include 21% of the total neighbourhood population by 1965, as compared to only 16% in 1958. In contrast, the northern part of the neighbourhood experienced a 4% decrease, dropping from 33% of the neighbourhood population in 1958 to 29% in 1965. The southern, or more accurately, the southeastern part of the neighbourhood grew at approximately the same rate as the neighbourhood as a whole, and still includes approximately half of the neighbourhood population.

It is noteworthy that the population increase in the southern and eastern part of the neighbourhood results from the erection of several large, new apartment buildings in the neighbourhood, all of which are located south of St. Patrick Street (Photos 13 to 16).

TABLE 1
POPULATION GROWTH, 1958-65

		<u>Lower Town East Neighbourhood</u>			
		North	South	East	Total
Population	1958	2,820	4,359	1,435	8,614
	1965	2,697	4,716	1,980	9,393
Percent Change		-4	+ 8	+ 38	+ 9
Distribution (%)	1958	33	51	16	100
	1965	29	50	21	100

Source: City of Ottawa, Assessment Records

Population Density

Lower Town East has a total population of 9,400 people, and includes 2,600 dwelling units, a gross land area of 186 acres, a net land area of 136 acres, and a net residential area of 81 acres. Accordingly, the population density is 51 persons per gross acre, 69 persons per net acre, or 116 persons per net residential acre, while the dwelling unit density amounts to 14 units per gross acre, 19 units per net acre, or 32 units per net residential acre.

Population Distribution

While the population density is not exceptionally high, the type of housing development, the relationship of population to open space, and the relationship of housing to incompatible uses, create some problems (Map 6).

The population is distributed rather unevenly throughout the neighbourhood with the highest densities generally in areas containing the least open space. This problem is typical in the northeast part of the neighbourhood, generally north of Heney and east of Augusta, and in the northwest, generally north of York and west of Chapel.

Even in areas composed primarily of single family dwellings intermixed with vacant land and businesses, the density rises to 120 persons per acre and 39 families per acre. Moreover, the population density is achieved, primarily, in dwellings that are not normally designed to accommodate high densities, such as singles, doubles, and rows. Furthermore, it occurs along narrow, crowded streets, having 30 foot rights-of-way, built right up to the street line, with buildings having little or no side yards, frequently no vacant rear yards, and in residential areas intermixed with commercial and industrial operations. The somewhat larger than average family size has also added pressure to this already difficult situation.

Ethnic Origin

Primarily, Lower Town East is a French ethnic community. Those of French ethnic origin account for 73% for the residents in the neighbourhood, although the proportion increases to almost 80% in the northern parts. This is 20% higher than in the central part, and 45% higher than in the eastern parts. Generally, the northern part of the neighbourhood is similar to the residential areas to the west, and the eastern part is similar to the areas lying outside and to the south of the neighbourhood. Nevertheless, the neighbourhood, as a whole, contains about triple the proportion in Ottawa who are of French ethnic origin.

TABLE 2

ETHNIC ORIGIN (percent of population)

	British	French	Italian	German
Neighbourhood	17	73	2	1
Northern Part	13	79	2	1
Southern Part	24	60	2	2
Eastern Part	39	35	1	4
Adjacent Areas				
Northwest	14	80	1	1
West	16	76	1	1
South	39	41	2	4
Ottawa City	55	26	3.1	

Source: Dominion Bureau of Statistics, Census of Canada, 1961

While residents of British origin make up the second largest group, they account for only 17% of the total population. In more detail, they account for only 13% in the northern part of the neighbourhood, and 39% in the eastern part. The remaining ethnic groups are relatively small, with Italians counting for less than 2% and Germans accounting for just over 1% of the total population.

Language

Lower Town East is a French-speaking community, with 83% of the population in the northern part, 65% in the southern part, and 44% in the eastern part indicating French as a spoken tongue. This compares to merely 28% in Ottawa.

While no general changes have occurred in the linguistic composition of the local population, during the decade following 1951, in the southern part of the neighbourhood, the English-speaking group declined by 2½%, and the French-speaking element increased. In the northern part, the English-speaking segment increased by 1%, while the French-speaking group decreased.

TABLE 3
LANGUAGES SPOKEN
(Percent of Population)

	French Only	French and English
Neighbourhood:		
Northern Part	18	65
Southern Part	10	55
Eastern Part	4	42
Adjacent Areas:		
Northwest	18	67
West	13	69
South	4	43

Source: Dominion Bureau of Statistics, Census of Canada, 1961.

Additionally, 18% of the residents in the northern part of the neighbourhood speak only French, although the proportion drops to 10% in the central part, and 4% in the eastern part. Inversely, a greater proportion of the population in the eastern part, 53%, speak only English, compared with 35% in the central part of the neighbourhood, and only 16% in the northern part. In Ottawa, 70% of the population falls into this category.

In linguistic characteristics, the northern part of the neighbourhood is very similar to the residential area to the west of King Edward. In this respect, the southern part of the neighbourhood has median characteristics when compared to the northern and eastern parts.

Religion

Lower Town East is a Roman Catholic community, with 87% of the residents indicating this religious faith. The remaining 13% belong in relatively small numbers to five main groups: 4% Anglican, 3% Jewish, 2% United Church, 1% Presbyterian, and 1% Baptist. More specifically, over 90% of the population residing in the northern part of the neighbourhood is Roman Catholic, which is generally the same as the area west of King Edward Avenue, approximately 10% higher than in the central part of the neighbourhood, and more than 20% higher than in the eastern part. Over the years, the community has experienced a gradual transition towards a higher proportion of Roman Catholics, while the United Church and Jewish segments declined, and the others remained constant.

TABLE 4
RELIGIOUS AFFILIATIONS
(Percent of Population)

	Catholic	Anglican	Jewish	United
Neighbourhood	87	4	3	3
Northern Part	90	3	3	2
Southern Part	79	5	4	4
Eastern Part	58	13	11	8
Adjacent Areas				
Northwest	92	3	0	3
West	89	2	1	4
South	67	10	5	8

Source: Dominion Bureau of Statistics, Census of Canada, 1961.

Age

In terms of age group structure, the population in Lower Town East is substantially the same as Ottawa. The characteristics, however, vary substantially within the neighbourhood.

TABLE 5
POPULATION AGE GROUPS
(Percent of Population)

	Under 20	Over 44	Over 64
Neighbourhood:			
Northern	39	27	8
Southern	33	31	9
Eastern	35	38	11
Ottawa City	38	27	8

Source: Dominion Bureau of Statistics, Census of Canada, 1961.

Essentially, the northern part of the neighbourhood contains the youngest population and the eastern part the oldest. In particular, within the northern part, the under 20 age group includes 6% more of the population than the southern; the 20 to 44 age group is the same as in all other parts; and the over 44 age group includes 4% less than the southern part, and 11% less than the eastern part. On the other hand, the over 64 age group in the eastern part of the neighbourhood includes 3% more of the population than in the northern part, and 2% more than in the southern.

The most notable trends that have occurred in the neighbourhood are the significant decline in the 20 to 44 age group, dropping by 5% throughout all parts of the neighbourhood; and the growth of the over 65 age group, rising by 2%. The latter contrasts sharply with the relatively proportionate stability of this age group in the City. Also, in comparison to the City, the under 20 age group has been increasing rather slowly.

Family Size

In Lower Town East there are, on the average, 3.6 persons per family, which is about the same as Ottawa. This is slightly higher than most of the adjacent residential areas, and substantially higher than the whole of Centre Town. Generally, the northern part of the neighbourhood has a considerably larger average family size than the southern part, 3.8 persons per family compared to 3.4. Similar to most of the surrounding areas, the number of persons per family in Lower Town East has remained unchanged through the 1951-1961 period. This is in contrast with the residential area south of the Central Business District, which has declined substantially, and the City as a whole, which has increased.

TABLE 6

PERSONS PER FAMILY

	1951	1961
Neighbourhood:		
Northern Part	3.8	3.8
Southern Part	3.4	3.4
Eastern Part	3.3	3.3
Adjacent Areas:		
Northwest	3.8	3.8
West	3.4	3.4
South	3.3	3.4
South of C.B.D.	3.0	2.8
Ottawa City	3.4	3.7

Source: Dominion Bureau of Statistics, Census of Canada, 1961.

Children Per Family

Essentially, the number of children per family in the neighbourhood is the same as Ottawa, with almost three-quarters of the families having two or less children. However, within the neighbourhood, the northern part contains relatively few child-less families, while the eastern part contains many, 31% compared to 42%. Inversely, the northern part contains many large families, 28% compared to 19% in the eastern part. Notably, the very large families with five or more children involve about 8% of the families, or almost double the proportion in the eastern part.

TABLE 7

CHILDREN PER FAMILY

(Percent of Families)

Number of Children	<u>Lower Town East Neighbourhood</u>				City of Ottawa
	Total	North	South	East	
0	34	31	40	42	30
1-2	41	41	40	39	43
3-4	18	20	14	14	21
5+	7	8	7	4	6

Source: Dominion Bureau of Statistics, Census of Canada, 1961.

Little significant change has occurred in the proportion of families according to the number of children in the family. It is noteworthy, though, that there was a decline in the proportion of families with 1 or 2 children. This coincides with an increase in the proportion of families with 3 or 4 children.

Age of Family Head

The community includes a very high proportion of young families. Specifically, 30% of the families in the central area and 28% in the northern area have family heads under 35 years of age, compared with only 20% in the eastern area and 26% in the City as a whole. In fact, almost 7% of all the family heads in the central area are under 25 years of age. In Ottawa, 4% of all family heads fall into this category.

TABLE 8

AGE OF FAMILY HEAD

(Percent of heads)

	Under 25	25-34	65
Neighbourhood	6	22	14
Northern	6	22	13
Southern	7	23	16
Eastern	5	15	17
Adjacent Areas:			
Northwest	5	21	16
West	5	15	17
South	5	21	15
South of the C.B.D.	6	18	21
Ottawa City	4	22	4

Source: Dominion Bureau of Statistics, Census of Canada, 1961.

Within the neighbourhood, though, the most significant difference occurs in the fairly young age group, or those 25-34 years of age. Thus, only 15% of the heads in the eastern part are in this age group, compared to about 22% in the remainder of the neighbourhood.

Unmarried People

Generally, the highest proportion of single people is in the northern part of the neighbourhood, and the lowest in the eastern. Actually, there is relatively little

variance from the city average; the northern area, at 51% of the population, is merely 1% above average, and the eastern, at 48%, is 2% below. Over the years, the neighbourhood as a whole, as well as the various parts of the neighbourhood, have tended to become more similar to the City average. That is, the north area, which had 4% more single people in 1951, is now only 1% higher.

School Population

While the overall age structure in Lower Town East is almost identical to Ottawa's, only 21% of the neighbourhood population attends some level of school, which is 4% below the City average. Nevertheless, the neighbourhood is essentially similar in school attendance to the adjacent residential areas.

TABLE 9

SCHOOL POPULATION

(Percent of population)

	Type of School		
	Elementary	High	University
Neighbourhood	16.1	4.6	0.6
Northern	16.9	4.6	0.3
Southern	14.3	4.7	1.3
Eastern	10.7	6.9	2.8
Adjacent Areas:			
Northwest	13.2	4.1	3.2
West	11.5	3.6	0.8
South	13.8	4.9	2.1
South of the C.B.D.	6.7	3.1	1.0
Ottawa City	17.3	6.1	1.2

Source: Dominion Bureau of Statistics, Census of Canada, 1961.

However, within the neighbourhood there is considerable variation with regard to the type of school attended. In the northern part, 17% of the population attend elementary school, which is 3% higher than in the southern and 6% higher than in the eastern part. As for high school, less than 5% of the population attend, which is 2% below the eastern area and about 1% below the city average. Nevertheless, the proportion attending high school has doubled in the last decade. It is noteworthy, that

the proportion attending university is very low in the northern part and very high in the eastern part of the neighbourhood, being 0.3% and 2.8% compared to 1.2% for the city.

Education

A very high proportion of the neighbourhood population, not now attending school, has attained a relatively low level of education, particularly in view of the age composition. Almost 60% of the non-school population in the northern part of the neighbourhood has never gone beyond elementary school, compared with 50% in the southern part, and 41% in Ottawa.

TABLE 10
EDUCATION
Of People Not Attending School
(percent)

Years of Education	Neighbourhood		Ottawa City
	North	South	
0-8	59	50	41
9-13	38	43	48
Over 13	3	7	11

Source: Dominion Bureau of Statistics, Census of Canada, 1961.

ECONOMIC CHARACTERISTICS

Labour Force

The active labour force in Lower Town East includes approximately the same proportion of the population as in the City as a whole, although in the northern part of the neighbourhood, it includes 8% less of the population than in the eastern part, and 5% less than in the central part. Moreover, the proportion of wage earners in the neighbourhood is somewhat below that prevalent in most of the surrounding residential areas. However, male wage earners, particularly in the northern part of the neighbourhood, which has the smallest labour force, make up a relatively large proportion of the labour force, at least in comparison with the surrounding areas.

TABLE 11

LABOUR FORCE

(percent)

	Of Population	Male	Self Employed
Neighbourhood	42	63	4
Northern Part	40	65	4
Southern Part	45	59	5
Eastern Part	48	60	8
Adjacent Areas:			
Northwest	49	44	2
West	50	55	5
South	47	57	6
South of the C.B. D.	58	50	5
Ottawa City	41	64	6

Source: Dominion Bureau of Statistics, Census of Canada, 1961.

In the northern part of the neighbourhood, one person in 25 in the labour force is self-employed, while in the southern part the incidence increases to 1 in 20, and in the eastern part to 1 in 12. The northern and southern parts of the neighbourhood are generally similar to most of the adjacent residential areas as well as to the City average.

Approximately 1,500 people find employment within the neighbourhood. This employment is almost equally divided into three main categories: retail, professional, and government. Four-fifths of these jobs occur in the southern part of the neighbourhood, mostly along Rideau Street.

In recent years, the neighbourhood labour force has declined in relative terms, although this decline, in proportionate terms, is only half of that experienced in Ottawa as a whole. In this respect, however, no change has occurred in the northern part of the neighbourhood. Nevertheless, there has been a substantial change in the sex composition of the labour force, with the proportion of male workers declining by 5% throughout all parts of the neighbourhood, which is more than double the rate experienced by the City.

TABLE 12

LABOUR FORCE TRENDS

	1951	1961
Percent of Population		
Neighbourhood	43	42
Northern Part	41	40
Southern Part	46	45
Ottawa City	43	41
Percent Males		
Neighbourhood	68	63
Northern Part	69	65
Southern Part	65	59
Ottawa City	66	64

Source: Dominion Bureau of Statistics, Census of Canada, 1961.

TABLE 13

INCOME

	1961 Income		1961 Income		1963 Income
	Male	Female	Head	Family	Family
Neighbourhood	3,334	2,347	3,564	4,650	5,750
Northern Part	3,219	2,147	3,489	4,541	5,400
Southern Part	3,450	2,547	3,639	4,759	5,700
Eastern Part	4,571	2,577	5,279	6,333	6,500
Adjacent Areas					
Northwest	3,246	2,242	3,602	4,873	5,900
West	2,891	2,096	3,287	4,376	5,400
South	4,053	2,956	4,354	5,624	6,700
South of the C.B.D.	3,884	3,944	4,122	5,390	6,400
Ottawa City	4,651	2,573	5,165	6,228	

Source: Dominion Bureau of Statistics, Census of Canada, 1961.
 1963 Income - Statistical Review National Capital Region, 1964.

Personal Income

The average family income in Lower Town East was \$4,650 in 1961, or approximately 25% below the City average, and 10% below the average for all of Centre Town. By 1963, this had risen to \$5,750, with the smallest increase experienced by the northern part, and the greatest by the eastern.

Similar to most of the adjacent residential areas, families in the neighbourhood are rather dependent upon the income earned by the head of the family being supplemented by the income of other wage earners in the family. Almost one-quarter of the family income in the northern and southern parts of the neighbourhood was contributed by supplementary wage earners in the family, compared with only one-fifth in the eastern part of the neighbourhood, and one-sixth in the City as a whole.

While female workers make up only a small proportion of the labour force, they are particularly important to the economic well-being of families in the neighbourhood. Generally, the income of family heads in the neighbourhood is relatively low, at least in the northern and southern parts, but this is complemented by the relatively high income of female wage earners. For instance, the average income of family heads and male wage earners in the neighbourhood is approximately 70% of the City average, whereas the income of female wage earners is 90% of the City average, thereby raising the total family income to three-quarters of the City's average.

HOUSING CHARACTERISTICS

The housing characteristics vary drastically from one part of the neighbourhood to another, with the good areas being very good, and the poor areas being very poor.

Building Types

Lower Town is primarily a multiple family dwelling area, at least compared to the City and most of the surrounding areas, with only 13% of the dwellings being single detached in the northern part, 10% in the southern part, and 25% in the eastern part, compared to 45% for the City. Moreover, over the years, the neighbourhood has become increasingly a multiple family dwelling area. In 1951, 83% of the units fell into this category but this percentage rose to 88% in 1961. The most significant change occurred in the northern part of the neighbourhood, where there was a 6% decline in single detached dwelling units.

TABLE 14

BUILDING CHARACTERISTICS

	% Single Detached	Value of Building*	Dwelling Rent/Mos.	% Built pre 1920
Neighbourhood	12	16,681	78	71
Northern Part	13	14,196	75	77
Southern Part	10	19,166	81	59
Eastern Part	25	21,785	96	51
Adjacent Areas				
Northwest	20	16,160	76	77
West	0	20,000	78	84
South	15	17,318	91	55
South of the C.B.D.	7	20,088	94	56
Ottawa City	45	17,655	91	36

*Median value of owner occupied dwellings

Source: Dominion Bureau of Statistics, Census of Canada, 1961.

Building Age

The neighbourhood as a whole, and particularly the northern part, is relatively old in terms of building age. In fact, Lower Town East is one of the older residential areas in the city. More than 77% of the dwellings in the northern part were built before 1920, which is 18% more than in the southern part of the neighbourhood, and 26% more than in the eastern part.

Tenancy

Similar to the adjacent areas, and in spite of being multiple family in building type, a surprisingly high proportion of the dwellings are owner occupied (Map 7). More than one-third of the dwellings in the eastern part and almost one-quarter of the dwellings in the northern part of the neighbourhood are owner occupied, compared to only one-sixth in the central part. In contrast, only one-tenth of the dwellings in the whole of Centre Town are owner occupied. Unexpectedly, the proportion of owner occupied dwellings has experienced a substantial rise, particularly in the northern part of the neighbourhood, where it jumped by 6% to a total of 24% of all units in the decade following 1951. As a total, this is 6% higher than in the southern part.

TABLE 15

DWELLING UNIT CHARACTERISTICS

	Rooms per Dwelling	Persons Per Room	Percent Crowded	% Owner Occupied
Neighbourhood	4.8	0.7	16	21
Northern Part	5.0	0.8	17	24
Southern Part	4.6	0.7	15	16
Eastern Part	5.7	0.6	0	37
Adjacent Areas:				
Northwest	5.4	0.8	24	26
West	4.7	0.7	15	13
South	4.9	0.6	8	23
South of the C.B.D.	4.3	0.5	6	10
Ottawa City	5.4	0.7	11	49

Source: Dominion Bureau of Statistics, Census of Canada, 1961.

Value

The quality or value of owner occupied dwellings varies drastically throughout the neighbourhood. Notably, the owner occupied dwellings with the lowest value are located in the northern part, while the most expensive are in the eastern part. More specifically, the northern area dwellings have an average value of about \$14,200, which is 20% below the City average, compared with the western part, where they are about 25% above the City average. Similarly, rent for dwelling accommodation varies significantly, with an average of \$75 per month in the northern part of the neighbourhood, which is \$6 below the southern part, and \$21 below the eastern part.

Dwelling Size

There are, on the average, 4.8 rooms per dwelling unit in the neighbourhood, ranging from 4.6 in the southern part to 5.0 in the north and 5.7 in the east. Generally, the average size has been decreasing, particularly in the southern part of the neighbourhood where they were already fairly small.

Intensity of Use

In the neighbourhood as a whole, there are, on the average, 0.7 persons per room, which is the same as the occupancy rate in the City. However, the northern

part contains the most people per room, and the east part the least, 0.8 compared to 0.6. Since 1951, there has been a general decrease of about 0.1 persons in the number of persons per room throughout the neighbourhood. During the same period, the City experienced no change.

Lodgers

Similar to the residential area south of the Central Business District, about 15% of the households in Lower Town East have lodgers, with the northern part having a slightly larger proportion than the remainder. Comparably, this is about 6% below the rate in the residential area to the west, approximately the same rate as the area south of the neighbourhood, but 4% higher than the City average.

TABLE 16
HOUSEHOLDS WITH LODGERS
(percent of households)

	1951	1961
Neighbourhood	19	15
Northern Part	18	16
Southern Part	20	14
Eastern Part	14	14
Adjacent Areas:		
Northwest	24	18
West	28	22
South	17	13
South of the C.B.D.	22	15
City of Ottawa	17	11

Source: Dominion Bureau of Statistics, Census of Canada, 1961.

During the last decade, the proportion of households with lodgers has declined, particularly in the southern part of the neighbourhood with a drop of 6%, compared to only 2% in the north, and no change in the east. Nevertheless, these rates of decline are generally less than the other areas surrounding the Ottawa Central Area.

Persons per Household

In 1961, there were, on the average, 3.7 persons per household in the neighbourhood, which was the same as the City, higher than most of the adjacent resi-

dential areas, and 1.2 persons higher than in the whole of Centre Town. However, households in the northern part of the neighbourhood, at 4.0, are significantly larger than in the remainder of the neighbourhood. It is noteworthy that there has been a fairly constant decline in household size throughout the neighbourhood, although on the average, this decline has been somewhat slower than in the surrounding residential areas. Moreover, while the number of persons per family has remained constant, the proportion of persons per household in the neighbourhood has declined, with the result that there are now fewer unattached individuals living with families in one dwelling unit. The highest incidence of unattached individuals occurs in the northern part of the neighbourhood.

TABLE 17

TRENDS IN AVERAGE HOUSEHOLD SIZE

	1951	1956	1961
Neighbourhood	4.4	4.0	3.7
Northern Part	4.7	4.2	4.0
Southern Part	4.1	3.7	3.3
Eastern Part	3.7	3.5	3.2
Adjacent Areas:			
Northwest	4.9	4.5	4.0
West	4.5	3.8	3.4
South	3.8	3.4	3.1
South of C.B.D.	3.8	3.0	2.5
Ottawa City	3.9		3.7

Source: Dominion Bureau of Statistics, Census of Canada, 1961.

In greater detail, the neighbourhood, like the City as a whole, has relatively few small households. In the whole neighbourhood, 53% of the households are composed of three or less people, which is at least 12% fewer than in all the adjacent residential areas except the one to the northwest. In the northern part of the neighbourhood, less than half of the households are in this category, compared to almost two-thirds in the remainder. On the other hand, 22% of the households in the northern part of the neighbourhood contain six or more people, compared with only 15% in the southern part of the neighbourhood, and only 12% in the eastern part. In Ottawa, 16% of the households have this many members, and in the area south of the central area only 6% of the households are in this category.

TABLE 18

HOUSEHOLD SIZES

(percent of households by size)

	<u>Persons per Household</u>				
	1	2-3	4-5	6-9	10 +
Neighbourhood	11	42	28	17	1
Northern Part	7	40	32	20	2
Southern Part	17	47	21	13	2
Eastern Part	17	49	23	11	1
Adjacent Areas:					
To the Northwest	8	40	30	20	2
To the West	19	46	20	13	3
To the South	22	46	20	12	2
South of the C.B.D.	38	45	11	5	1
Ottawa City	10	42	32	15	1

Source: Dominion Bureau of Statistics, Census of Canada, 1961.

The most significant change in household size has been the increase in small households and the decrease in large households. More specifically, the proportion of large households in the northern part of the neighbourhood dropped by 11%, whereas in the southern part it dropped by only 8%. Inversely, the proportion of small households increased by only 12% in the northern part, but by 16% in the southern. However, the most significant variance occurred in the medium size households, that is, those with 4 to 5 members. In this respect, there was a negligible change in the northern part, similar to the City, but a decline by 9% in the southern part of the neighbourhood.

Doubling-up

Lower Town East, particularly the northern part, has a higher proportion of households composed of two or more families, and fewer households of unattached individuals, than most of the surrounding areas. In particular, more than 4% of the households in the neighbourhood, particularly in the northern part, accommodated two or more families. This was somewhat higher than most of the adjacent areas, and double the proportion south of the Central Area.

TABLE 19

SIZE OF HOUSEHOLDS

(percent of households)

	1951	1961
North Part of Neighbourhood		
With 1 person	3	7
2-3 persons	32	40
4-5 persons	33	32
6-9 persons	28	19
10+ persons	4	2
South Part of Neighbourhood		
With 1 person	6	17
2-3 persons	42	47
4-5 persons	29	21
6-9 persons	19	13
10+ persons	4	2
City of Ottawa		
With 1 person	7	10
2-3 persons	42	42
4-5 persons	33	32
6-9 persons	16	15
10+ persons	2	1

Source: Dominion Bureau of Statistics, Census of Canada, 1961.

Overcrowding

Generally, the neighbourhood includes a higher proportion of overcrowded dwellings than most of the surrounding areas. In particular, 17% of the dwellings in the northern part are overcrowded, compared to 15% in the south and none in the east. Influencing this would be the above city average incidence of very large dwellings in the eastern part of the neighbourhood, as opposed to the northern part, where the dwellings are just below the city average in size, but accommodate more and larger families per dwelling.

Length of Residence

Lower Town East includes a relatively high proportion of short term and long term residents, although there is a greater difference between the various parts of the neighbourhood than between the neighbourhood and the City average.

TABLE 20

LENGTH OF RESIDENCE

(percent of households)

	<u>Time in years</u>		
	<u>0-1</u>	<u>1-2</u>	<u>10+</u>
Neighbourhood	22	19	26
Northern Part	19	18	28
Southern Part	27	19	23
Eastern Part	19	17	32
Adjacent Areas:			
to the Northwest	13	15	35
to the West	20	15	30
to the South	27	18	23
South of the C.B.D.	27	20	22
Ottawa City	20	21	23

Source: Dominion Bureau of Statistics, Census of Canada, 1961.

In terms of duration of residence, the variation pattern between parts of the neighbourhood differs from the generally prevailing pattern of characteristics. The largest proportion of long term residents live in the eastern part of the neighbourhood, 32%, compared with a fairly high 28% in the northern part, and only 23% in the southern part. To this extent, the southern part of the neighbourhood is almost identical to the area south of the Central Business District and the City average. Generally, there is little variation between the areas regarding one to two years' residence, but in short term residence, the southern part includes a much larger proportion than the northern and eastern parts, 27% compared to 19%. Moreover, it should be noted that this is a considerably higher rate of turnover than in the City as a whole, which is well-known for having a very mobile population.

Household Facilities

Many of the dwellings in Lower Town East lack facilities that are now considered essential for modern living. In this regard, the neighbourhood is one of the most deficient in the City. In 1961, one in six dwellings in the neighbourhood had no private flush toilet. This proportion rose to almost one in four within the southern part of the neighbourhood, while in the northern part, only one in eight was deficient in this

essential facility. Moreover, according to the census of Canada in 1961, the severity of the problem had become greater, particularly in the southern part of the neighbourhood, which experienced a 17% increase over 1951. No doubt, part of this problem is due to the more intense use of older buildings through the increase in the number of dwelling units per building without coincident introduction of additional toilet facilities.

With respect to other facilities, one in eight dwellings in the neighbourhood lacks either a private bath or shower. The most severe deficiency occurs in the northern part of the neighbourhood, although one in ten units in the central area is similarly deficient. During the 1951-61 period, the proportion declined significantly, particularly in the northern part, where it dropped by 16%, while the southern part dropped by only 2%.

Compared to dwellings lacking toilets and baths, relatively few lack refrigerators. Only 3% in the neighbourhood are in this category, although the proportion rises to 4% in the southern part, which is double the incidence in the north.

TABLE 21
DEFICIENT HOUSEHOLD FACILITIES
(percent of dwellings)

	1951	1961
<u>Flush Toilets:</u>		
Neighbourhood	5	16
Northern Part	5	12
Southern Part	6	23
Eastern Part	1	7
<u>Bath or Shower:</u>		
Neighbourhood	22	12
Northern Part	28	12
Southern Part	12	10
Eastern Part	2	4
<u>Refrigerator:</u>		
Neighbourhood	37	3
Northern Part	45	2
Southern Part	23	4
Eastern Part	8	1

Source: Dominion Bureau of Statistics, Census of Canada, 1961.

PHYSICAL CHARACTERISTICS

Subdivision

To some extent, development in Lower Town East has been inhibited in the past, and certainly will be severely restricted in the future, primarily because the existing straight grid pattern of land subdivision has been superimposed unsympathetically on an irregularly shaped site (Map 4). Moreover, the neighbourhood was developed through a series of essentially different and frequently unrelated registered plans.

The original subdivision occupied the southern third of the neighbourhood, creating a tier of 400 by 750 foot blocks in a north-south orientation (Photo 2). Then the middle third was developed in a series of 200 by 400 foot blocks with an east-west orientation. The remaining area north of St. Patrick was then developed through a number of different subdivisions, each of which had blocks of varying sizes, shapes, and orientations, but all essentially grid in format.

The conflict between grid and topography occurs along at least half the river frontage in the neighbourhood, where a sharp land fall occurs, frequently creating shallow or awkwardly shaped lots, and thereby inhibiting the optimum development of the sites. On the other hand, this rugged topographic characteristic, combined with the presence of the river and somewhat larger sites in certain areas, has recently attracted some new development into the neighbourhood, and it is expected that even more important development will take place in the future. In particular, the view over the Rideau River and the presence of large, landscaped open areas constitute two of the neighbourhood's more important latent assets.

Land Use

Lower Town East covers an area of 186 acres, with 50 acres or 27% of the neighbourhood devoted to streets (Map 5). The remaining 136 acres are developed or readily available for developments, and the following statistics are based upon this "usable" land.

The neighbourhood is primarily residential in land use. Eighty-one acres or 60% of the usable land is devoted to various types of residential accommodation, some of which is institutional in nature, such as a convent and a senior citizens' residence.

One of the most notable characteristics of Lower Town East is the apparent abundance of open space. This impression is partly effected by the presence of the Rideau River and some extensive land uses, such as schools and embassies. Essentially, however, the impression is real, since 29 acres or 14% of the neighbourhood is occupied by parks and playgrounds. Relatively large concentrations of open space at prominent locations also add to the illusion, but the administration of this land is divided amongst the Federal Government, the municipality, and a number of institutions. It also is significant that 11 acres or 8% of the land area is vacant, although this is not readily

discernable, since most of this acreage is in small lots scattered throughout the neighbourhood.

TABLE 22
LOWER TOWN EAST LAND USE
(percent, excluding streets)

	1958	1965
Residential	60	60
Parks and playgrounds	14	14
Vacant	10	8
Commercial and office	6	8
Institutional	5	6
Industrial	5	4

Source: City of Ottawa Planning Branch

Various forms of shops and offices occupy about 8% of the neighbourhood, with institutions, the next largest land user, occupying 6% of the land area. Industrial activities occupy the remaining 4%.

Over 81 acres of land in the neighbourhood are devoted to housing people in one form or another. Essentially, the neighbourhood is a multiple family community, with this form of housing occupying two-thirds of the residential land. Nevertheless, it is a diverse community, with the housing types ranging through single detached and attached units, apartment buildings, senior citizens' housing, rooming houses, hotels, embassies, and a convent. In particular, about one-third of the land area is devoted to apartment buildings, one-third to doubles and row houses, one-seventh to single family dwellings, one-seventh to institutional housing, and one-twelfth to boarding houses, hotels, and other residential businesses.

During the past eight years, while the amount of land devoted to residential development has not changed, the specific use has. Generally, the more inefficient or low density land uses declined, while the more efficient increased (1957 and 1964 Aerial Photographs). Specifically, the amount of land devoted to single family dwellings dropped by 5%, row housing land dropped by 4%, but apartment building land rose by 8%. The land area devoted to institutional housing and boarding houses, however, remained fairly constant.

Over the past 7 or 8 years, the only significant changes that have occurred in the areal use of land have been a 2% increase in commercial and office land, a 1% decrease in industrial land, and a 1% increase in institutional land. However, within the major

land use activities, a number of pertinent changes have occurred. In this respect, the most significant facts are that no increase occurred in the amount of land devoted to vehicularly oriented commercial activities, and the greatest decrease in industrial uses occurred in storage activities.

TABLE 23
RESIDENTIAL LAND USE
(percent)

	1958	1965
Single family dwellings	19	14
Doubles and row houses	36	32
Apartment buildings	25	33
Boarding houses	7	8
Institutional housing	13	13

Source: City of Ottawa Planning Branch

Institutions, while already playing a prominent role in the neighbourhood, are expected to be even more important in the future. The most distinctive institutions in the neighbourhood include the embassies for the Republic of China and the Republic of Turkey, both of which are located at the extreme eastern edge of the neighbourhood. Together, they occupy about $4\frac{1}{4}$ acres of land between the Rideau River and the nine acre McDonald Park. Near the southeastern corner of the neighbourhood, a military establishment occupies almost an acre of land, most of which is devoted to vehicle storage. This establishment, however, is expected to be removed in the next few years. McDonald Manor, a residence for 230 senior citizens, is strategically located near the western side of McDonald Park, and a new Jewish Home for the Aged has been erected at the eastern edge of this park. The Good Shepherd Convent is a more historic institution, as well as a major structure in the neighbourhood. It occupies $4\frac{1}{2}$ acres at the northern edge of the neighbourhood along the Rideau River, houses 110 people, and provides instruction in grades 9 to 12 for 100 girl day students. Another prominent facility is the large Jewish Community Centre, Synagogue, and School located at the southern edge of the neighbourhood. Porter's Island Lodge, another senior citizens' residence, is situated on an island in the Rideau River at the northeastern side of the neighbourhood. In addition, the neighbourhood includes two separate schools, a public school, a Roman Catholic Church, and the Mackziky Adaths Synagogue.

The most critical land use problem in the neighbourhood occurs as a result of the mixture of incompatible land uses (Photos 21 to 26). In particular, there are numerous industrial and commercial activities located indiscriminately and inappropriately within residential areas. A particularly severe problem involves two wholesale-retail es-

tablishments, which generate large volumes of motor vehicle traffic. To make matters worse, these activities are located immediately opposite the only public school in the neighbourhood and only 300 feet from two separate schools. These elementary schools have a combined enrolment of almost 1,400 pupils. Other problems resulting from mixed land use occur in the northwestern half of the neighbourhood, where streets are considerably narrower, and development occurs in greater intensity. In this area, activities such as warehouses, sheet metal operations, garages, a body shop, and electrical repair operations are intermixed with residences. Such adverse conditions are further aggravated by the poorly maintained, narrow, congested streets.

Vehicular Circulation System

The basic circulation system in Lower Town East is sound and effective. However, the relationship of development and the functional organization of the neighbourhood to the system should be improved. Moreover, there are a number of specific design problems that require more detailed attention.

Essentially, three streets within the neighbourhood, and two abutting streets, form important elements in the City's broader circulation system. These streets, while serving the local area, perform a more important function in serving a considerably larger area, and, therefore, are essential for carrying traffic through or by the neighbourhood.

The abutting streets, King Edward Avenue and Rideau Street, while affecting development at the fringe of the neighbourhood, have exerted a limited influence on Lower Town East. To some extent, commercial development on both streets has tended to form appendages of the Central area, and functionally these are somewhat divorced from the neighbourhood. In a more positive sense, this business development has taken the form of a buffer, and to a limited extent, has tended to insulate the residential elements in the neighbourhood from the surrounding areas.

The three internal streets, St. Patrick, Chapel, and Charlotte, are another matter entirely, although the latter two have had a rather limited effect on the neighbourhood. Chapel, while it does complete a link southward into Sandy Hill, tends to function essentially as a local collector street, uniting and serving the neighbourhood. Charlotte, however, forms a more important vehicular link between the Ottawa Central Area and development northeast of the neighbourhood, and to a lesser extent, complements a route into Sandy Hill. However, like Chapel, Charlotte does function as a local collector for the eastern part of the neighbourhood.

On the other hand, in serving as a major east-west route, St. Patrick Street forms a much more important link in the City's circulation system, and accordingly, has had a more disruptive influence on the internal arrangement and functioning of the neighbourhood. While on the positive side, it has provided a central location for local businesses and institutions, it also has tended to divide the neighbourhood, thereby minimizing the effective use of local community facilities. Logically, most

local community facilities have been located south of St. Patrick near the bulk of the neighbourhood population. However, about 30% of the neighbourhood population and a few community facilities are located north of St. Patrick, which results in considerable pedestrian movement across this fairly busy traffic route. The most severe problem is in the movement of elementary school children from the north across St. Patrick to the public and separate elementary schools, the parish church and hall, local shops, and community recreation facilities.

With regard to specific design problems, the most severe occur on the collectors and arterials. Specifically, several important intersections involve slightly offset streets, necessitating jogs or quick reverse turns. These include the following, in order of priority. Chapel and Notre Dame Streets, which are offset about 80 feet where they intersect St. Patrick Street. This situation is further aggravated by pedestrian traffic, since this is the centre of neighbourhood activity and the main pedestrian route from the north to the south. York-Anglesea-Heney, which are offset about 60 feet where they intersect Chapel and Augusta. This situation is further aggravated by the presence of three elementary schools and the major community park at these intersections. Nelson and Rose Streets are offset seventy feet at St. Patrick Street. Several commercial and industrial activities near this intersection increase the severity of the problem.

One dangerous intersection results from the convergence of four streets at a curve and bridge. Charlotte, Rockwood, Wurtemberg, St. Patrick, and the St. Patrick Street Bridge converge within a distance of approximately 150 feet, creating a severe hazard in view of the traffic volumes along St. Patrick and Charlotte Streets.

With regard to internal circulation, narrow streets, inadequate building setback, and lack of off-street parking result in unwarranted local street congestion in several locations. The most severe right-of-way width problems include Notre Dame at 34 feet, Martineau at 35 feet, Guigues, St. Joseph and Rose at 40 feet, and McGee, Friel and Papineau at 45 feet. Virtually all streets in the neighbourhood, with the sole exception of St. Patrick, require major road surface improvements. In the case of Cobourg, only overlaying the existing pavement will be necessary, but all other streets must be completely reconstructed.

Pedestrian Circulation

Essentially, there are two levels of pedestrian circulation, internally and externally oriented movement. With respect to the neighbourhood, the former now exists, while the latter is merely a possibility.

The City of Ottawa has designated a pedestrian walkway system in the Official Plan for the Ottawa Planning Area. One segment of this pedestrian system in a park-like setting is the Rideau River Trail, which follows the Rideau River on its west and north banks from the Ottawa River to the future open space area opposite Mooney's

Bay. When necessary, local streets can form part of the trail. The Plan of Roads generally proposes that the Trail follow the shoreline of the Rideau River within the Lower Town East Neighbourhood, but as yet, the trail has not been constructed. There are several factors, however, which will influence the precise location of this trail within the neighbourhood. These are the location of major structures, private and institutional land ownership, the presence of foreign embassies, streets and bridges, and topographic features, particularly the sharp drop to water's edge along the Rideau River in the southeastern part of the neighbourhood.

To a very great extent, internal pedestrian movement in the neighbourhood is youth oriented. All pedestrian traffic originates in the residential areas, and most is destined for the major recreational and institutional attractions in the area. In particular, the major pedestrian traffic generators include the public and separate schools, Anglesea Square, Patro St. Vincent de Paul and Patro Notre Dame de Sourire Associations, the Good Shepherd Convent, St. Anne's Church and Hall, Jewish Community Centre, and the local shops. In effect, these pedestrian traffic generators form an almost solid north-south core through the neighbourhood, extending from the Rideau River through to Rideau Street. While pedestrian movement does diffuse through the residential areas on both sides of the core, utilizing the numerous east-west streets, the greatest volume flows through the core, and within the partially contained Chapel and Notre Dame Street corridor. Because of the inherent conflict between pedestrian and vehicular traffic, the greatest problems in pedestrian movement occur at the main east-west streets in the neighbourhood, particularly St. Patrick, and to a lesser extent, York and Anglesea. Nevertheless, while the basic elements for an effective pedestrian circulation system are present in the neighbourhood, the arrangement and relationship of these elements, and the conflict with the vehicular circulation system, have tended to make it rather ineffective and quite dangerous.

Age of Buildings

Lower Town East is a relatively old community in terms of age of buildings (Map 9). Seventy percent of the buildings are more than 50 years old, while only 7% are less than twenty years of age. Generally, old buildings are scattered throughout most of the neighbourhood, although the highest incidence occurs in the northwestern half of the neighbourhood, with the greatest concentration north of St. Patrick and west of Notre Dame Street.

Value of Development

Many buildings in Lower Town East have a very low value (Map 10). In 1965, 42% of the properties in the neighbourhood were assessed at less than \$5,000, and half of these were valued at less than \$2,500. Moreover, only 16% of the properties had assessed values over \$15,000.

TABLE 24

AGE OF BUILDINGS

Year Built	Percent
1945-65	7
1930-44	9
1915-29	13
1900-14	23
1885-99	22
1870-84	19
1855-69	4
pre 1954	3

Source: City of Ottawa, Assessment Records, 1965.

TABLE 25

VALUE OF PROPERTY

Assessment	1958	1965
Under \$5,000.	49	42
\$5,000-\$14,999	38	42
\$15,000-\$29,999	8	10
Over \$30,000.	<u>5</u>	<u>6</u>
Total	100	100

Source: City of Ottawa, Assessment Records.

Over the last seven years, property values have generally declined, when related to purchasing power, and particularly, when related to development occurring throughout the City. This is most noticeable in the higher valued property, with those in the \$30,000 plus category rising by only 1% in seven years, and in the \$50,000 to \$75,000 category where a one-third decline occurred in the same period.

Only one large concentration of low valued buildings exists in the neighbourhood. This occurs in the northern part, west of Notre Dame between St. Patrick and St. Andrew Streets. The remaining concentrations are relatively small (Map 10).

Type of Building Material

Considering the age of development in the neighbourhood, the high proportion of frame buildings is surprising. In fact, almost half the buildings would be classified as frame, with the remainder falling into a broad masonry class. Essentially, a preponderance of frame structures is found in the northwestern half of the neighbourhood, with the highest incidence occurring north of Murray Street and west of Notre Dame (Map 8).

Building Occupancy

In terms of land coverage, the neighbourhood is equally divided between owner occupied and tenant occupied buildings (Map 7). Moreover, there is no strong concentration of either form of occupancy in the neighbourhood.

Public Utilities

Sewer System: A 1965 Sewerage Report by Laughlin, Wylie, and Ufnal concluded the following: the majority of the sewers in Lower Town East are from 30 to 90 years old, many of which have been replaced several times; as the density of development has increased, particularly in the last two decades, the prevalent manner of constructing two or even three parallel lines in a street has become increasingly inadequate; many of the older sewers are structurally faulty; most of the present combined sewer system is not adequate in capacity to function exclusively as a storm sewer system, nor can it function exclusively as a sanitary system due to its condition. Accordingly, the report recommended that the storm and sanitary sewer system be completely reconstructed to serve this area, and suggested a sequence of construction (Map 26).

Water Mains: Many of the water lines in Lower Town East are under capacity. There are many 2", 3", 4", and 5" lines in the area, most of which should be replaced by at least a 6" line. While these lines were satisfactory for the development they were installed to serve half a century ago, they do not properly serve the present development, and could not possibly serve the anticipated future development of this community. In Lower Town East, there are now in use almost 7,000 feet of 2" and 3" water mains, 1,6000 feet of 4" mains, and 16,000 feet of 5" mains. The most deficient

streets would include parts of Clarence, York, St. Andrew, Bruyere, Wurtemberg, and all of Anglesea, Heney, Tormey, Papineau, St. Joseph, McGee, Friel, Rose, Martineau, and Guigues.

Gas Mains: Lower Town East is well serviced by gas mains, with a main on almost every street. Specifically, only 2,600 feet of streets lack gas mains: Martineau, Bruyere east of Rose, Friel north of St. Patrick, Heney east of Charlotte, parts of Myrand and Desjardins, and very small segments of York, Cobourg, and Nelson.

Hydro and Telephone: The whole neighbourhood is serviced by overhead hydro and telephone lines. However, nearly all the streets within the neighbourhood require improved street lighting, particularly the streets carrying heavier traffic loads, such as St. Patrick, Chapel, and Charlotte Streets.

Streets and Sidewalks: Virtually every street and sidewalk in Lower Town East requires considerable improvement. Specifically, all streets in the neighbourhood, with the exception of St. Patrick and Cobourg, should be completely reconstructed. St. Patrick requires widening, and the pavement along Cobourg must be overlayed.

Building Demolitions and Repairs

A general indication of housing conditions in the neighbourhood is the incidence of cases under the Ottawa Minimum Standards By-Law. During the last seven years, 235 cases have been recorded in Lower Town East, and as a result, 176 dwelling units have been demolished, and 59 units have been repaired. This represents a rate of 3 demolitions for every dwelling unit repaired or ordered repaired. Notably, only the extreme eastern sixth of the neighbourhood has been free from this form of activity, while the highest incidence of violations has occurred north of York-Heney Street and west of Charlotte (Map 11).

Fires

While there has not been an unusually high rate of fires in Lower Town East, the highest incidence has occurred in the western third of the neighbourhood, with the greatest concentration between Clarence and St. Patrick Streets.

EXISTING COMMUNITY FACILITIES

At present, Lower Town East is a fairly complete and self-sufficient community, and includes most of the community facilities considered essential to serve this residential area. However, little more than the very essential facilities now exist, and, at the present time, many of these are not adequate to properly serve the neighbourhood population. Moreover, the community lacks a number of facilities that it should have, particularly in light of its specific social, economic, and physical characteris-

tics. Accordingly, while the neighbourhood is fundamentally satisfactory in terms of community facilities, it could be significantly improved without introducing frills or unjustified expenditures.

Essentially, the only community facilities considered entirely satisfactory, both now and for the future, include the York Street Public School and the Jewish Community Centre. The remainder of the facilities could or should be improved.

Separate School: Presently, the separate schools, Brébeuf and Ste. Anne, accommodate approximately 800 children. Together, they occupy a site of only one acre of land. While they do have access to and use the Anglesea Square public park, this necessitates crossing Anglesea Street, which has been identified as an indispensable local collector. Moreover, while Ste. Anne is a new school, Brebeuf is an old and inefficient school building, and should be replaced by a modern facility. However, the land now available precludes this replacement. It should be noted though, that the demand for separate school facilities is expected to increase slightly, since Lower Town East is predominantly a Roman Catholic community, and becoming more so. Furthermore, though the proportion of the population attending school is somewhat below average, it has been rising in recent years, and this trend is expected to continue in the future.

Parish Church: St. Anne's Church provides the visual, functional, and spiritual focal point for most residents in the neighbourhood. As an essential and vital community building which is almost one hundred years old, this church deserves very special preservation treatment, not only as an important historic land mark in the neighbourhood, but also as a vital embryo for community life in the future. To assist in the continued useful role of the church, and to ensure its attractive integration with neighbouring buildings and spaces, not only the church, but the church surroundings should be improved.

Community Hall: St. Anne's Hall performs an important role in local community life, but is functionally obsolete. Nevertheless, many local community activities, organizations, and individuals rely on the use of this hall, and its absence would leave a real void in the community life of the neighbourhood. On the other hand, it is an old facility, not really blighted, rundown, or useless, but not as effective or diversified as it could or should be. Moreover, the hall, in its present form, is detrimental to the optimum visual and functional realization of a strong community focus. While no direct public action is recommended, it is strongly suggested that the hall be replaced by a more appropriate, attractive, useful, and compatible building, oriented in an east-west direction and set back from St. Patrick. This would serve to create an open, landscaped pedestrian plaza, complementing the hall and St. Anne's Church, and providing a central place for residents to meet and talk or sit and observe life. To increase the sense of activity, it also is suggested that, at ground level facing the pedestrian plaza, the hall could include local shops and services.

Library: A branch office of the Ottawa Public is now located on Rideau Street in an older converted residence. This branch is supposed to serve the population located in Lower Town, which may be described, generally, as the area contained by Rideau Street and the Ottawa and Rideau Rivers. However, the Library Board feels that the existing site tends to compete with rather than complement the main branch of the Public Library, which results in duplication and waste. It is suggested, therefore, that a branch located nearer the centre of this Lower Town population would allow the library to function more efficiently, effectively, and conveniently.

Playgrounds: In general, the community parks, that is those intended to serve this whole neighbourhood exclusively, are adequate in terms of land area, although they should include more recreation facilities. However, the district parks, that is those intended to serve a number of neighbourhoods within a one mile radius, are drastically inadequate. For this latter purpose there are only $3\frac{1}{2}$ acres of parkland. Moreover, the neighbourhood parks, that is those intended to serve local residential areas within a neighbourhood within a quarter mile radius, are virtually absent. On this basis, there is a need for approximately eight sites of one-third to one-half acre each.

Shopping: The local shopping area is located primarily along St. Patrick Street, with its core or greatest concentration near the Chapel Street intersection. Though most necessary local facilities are located in this area, they tend to suffer from general dispersal and intermixture with non-commercial activities. Presently, these shops are scattered along a half-mile corridor in an east-west direction, and dispersed for about a quarter mile in a north-south direction. As a result, "dead spaces" between shops are created by vacant lots, residences, streets, or other non-commercial uses. This serves to limit business attraction, since customers normally are reluctant to cross these "waste lands". While the present shop distribution provides a few individuals with some very convenient service, in general, it tends to reduce the effective service to the neighbourhood as a whole and the overall drawing power of the shops. In other words, the cumulative attraction in terms of business volume could be greater than the mere addition of the individual businesses involved, if they were located together to benefit from mutual business generation. Moreover, the local residents would be served in a more effective and efficient manner, if they could go to one general but convenient location to obtain all of their services.

Another deficiency in this neighbourhood shopping complex is the inadequacy of parking accommodation. More than half the households in the neighbourhood own an automobile, and people tend to use their car when shopping. If they cannot park their car at a nearby shop, they travel a little further to a shop where they can park. Accordingly, for a shopping area to continue to be successful, adequate off-street parking accommodation must be provided.

DESIRABLE NEW COMMUNITY FACILITIES

There are a number of community services that should be provided exclusively for the Lower Town East population; others for the broader Lower Town population, including Lower Town East; and still others for the district population, composed of Lower Town East and West, New Edinburgh, and Sandy Hill.

Vocational Training: Low income and a low level of education generally are inter-related. For example, in Canada, a person with only an elementary school education earns on the average \$3,500, a high school graduate \$5,500, and a university graduate \$9,200 per year. Moreover, low income probably is one of the main causes of blighted conditions in parts of Lower Town East. In order to improve housing, income, and many other things, it will be necessary to improve the educational opportunities of the local population. Certainly, the most obvious step would be to provide technical or vocational training facilities in the area, firstly to serve Lower Town, and secondly to serve the eastern part of the City.

Public Housing: Substandard housing, large families, and low income suggest that there is a need for some form of housing assistance. While it is hoped that eventually, the improvement of educational facilities will offset the need for this form of assistance, in the interim, direct and indirect assistance will be necessary, and the most reasonable form of assistance is the provision of subsidized rental accommodation, with rents related to income. In order to minimize the amount of social or economic disruption inflicted by change, and to alleviate a definite housing problem in the area, it is best to locate this housing within the social community in which the residents now live. Thus, public housing should be located in Lower Town East, and planned eventually to serve the whole Lower Town ethnic community.

Social Centre: Many older people live in Lower Town East, some in senior citizens' housing, some in nursing homes, and many in other accommodation throughout the rest of the community. For recreation and entertainment, they now rely upon their individual rooms, their families, St. Ann's Church and Hall, the local streets and parks, and the limited facilities in the existing senior citizens' housing. Since there are three major senior citizens' residences in the neighbourhood, Porter's Island Lodge, the Jewish Home for the Aged, and MacDonald Manor, as well as other residences accommodating older people, it would seem reasonable to provide a common social centre for all senior citizens in the neighbourhood.

Arena: There is a need in Lower Town and in the surrounding area for an arena or covered skating rink. While Lower Town East is the most central location for such a district facility, it would seem reasonable, and in fact desirable, to combine it with other district recreation facilities, and perhaps other institutional and cultural facilities.

Swimming Pool: Champagne Bath, an indoor swimming pool, is located at the western edge of the neighbourhood. Even now, this facility is somewhat isolated from the present population, and this isolation will become more severe with the construc-

tion of the King Edward Freeway and with business expansion on the west side of King Edward Avenue northward to St. Patrick Street. Moreover, the age and condition of the Bath suggests that it be replaced by a newer facility.

Health and Welfare: The income level of local residents, the size of families, the condition of housing, the absence of adequate sanitation facilities, and the rate of school drop-outs, all suggest the need for counselling, advice, and assistance, which could be available through a local health and welfare office to serve this distinctive community. Moreover, if such a service is to be effective, it must become a familiar, local community facility.

Gymnasium: The high proportion of youngsters in the neighbourhood, the intense use made of Anglesea Square, and the definite success of the Patro, a local cultural-recreation organization, suggest that additional year-round recreational facilities are required in the neighbourhood. Probably the most diversified and useful facility would be a gymnasium.

Pedestrian Circulation: The high proportion of youngsters, the concentration of community facilities, and the presence of several important traffic arteries, suggest that the development of an internal pedestrian circulation system is not only desirable, but also entirely feasible.

DEVELOPMENT PROSPECTS

During the last decade, Lower Town East has been experiencing a gradual transition from low density to high density residential development, or more precisely, from single detached and attached dwellings to multiple family apartment buildings. In addition, it is anticipated that this trend will continue, slowly for the next few years, and then at an accelerated rate. This cumulative or rising rate of apartment development is fairly normal in this type of community in such circumstances, particularly because of its proximity to the Central Business District, the potentially attractive sites occupied by poor and inexpensive housing, the anticipated continued growth of the central area, the nearby development of a large Government employment centre, and the impending scarcity of the cheaper, strategic, and more attractive sites in the area south of the Central Business District. Statistics illustrating these trends include the following:

During the 1958-65 period, the proportion of land in Lower Town East devoted to single detached and attached dwelling units dropped by 6% to 28% of the usable land, while land in multiple family apartments rose by 4% to include 20% of the usable land. This trend is expected to continue, and in part, is encouraged by the City Zoning By-law.

Lower Town East is adjacent to two large employment centres, the Central Business District and a planned government office complex. Employment in the Ottawa Central Business District is expected to rise by approximately one-third in the next 20 years to

a total of 60,000 employees. Employment in the government complex planned for the area northwest of the neighbourhood, or more specifically, north of Boteler, is expected to experience a 700% increase in employment over the next twenty years to a total of about 7,000 workers. Some of these employees will wish to live in apartment buildings as near their place of work as possible. Accordingly, there will be an accelerated demand for such accommodation as these increased rates of employment materialize. This increased demand for housing is expected to begin fairly slowly and grow at an accelerating rate.

During the next twenty years, residential accommodation within the Central Business District is expected to decline to about half the present accommodation. As a result, only 10% of the people expected to work in the Ottawa Central Business District in the next twenty years will be accommodated by the dwelling units remaining or constructed in that area. This will increase the demand for accommodation on all sides of the Business District. Though such pressure is already evident in the area south of the Central Business District where many new apartment buildings have been erected recently, only a limited and rather sporadic effect has been experienced in the other adjacent areas. Obviously, the demand for apartment sites will continue to increase in the surrounding areas as long as employment rises, particularly in the more attractive parts of the City. Certainly, proximity and convenience are important, but the form of adjacent development also influences where large investments in apartment buildings will be made. In this respect, substandard, cheap property is economically attractive in facilitating the acquisition of adequate land at a low investment. In the final analysis, however, actual development will be influenced by a variety of factors, not the least of which will be public action and investment. In summary, it is anticipated that initially, higher density development will occur in the Sandy Hill area, and subsequently in the Lower Town East area, beginning in the eastern fringes and gradually extending to the north and west.

PART III
URBAN RENEWAL STUDIES

RESIDENTIAL AREAS

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PROBLEM HOUSING

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PROBLEM HOUSING

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III URBAN RENEWAL STUDIES

The general analysis of Lower Town East indicated the need to investigate in greater detail some of the problems evident in the neighbourhood. The analysis also indicated that, while these problems appear to be limited in area, they are inter-related as to cause and effect.

Certainly, the most pressing problems that required more detailed consideration included the following:

1. Housing
2. Income
3. Community Facilities
4. Land Use
5. Circulation System
6. Public Utilities

SURVEY AREA

The general neighbourhood analysis indicated that, in the neighbourhood, some areas show definite symptoms of blight, some areas are evidently in good condition, and still others are rather mixed in character. As an obvious preliminary step, it was evident that the problems had to be isolated and analysed more specifically before remedial action could be recommended. The most apparent of these in Lower Town East is substandard housing, and, accordingly, delineation of a survey area containing this symptom was undertaken. It was considered that the survey area should be broad enough to include potential areas requiring specific forms of renewal action. Consequently, a number of criteria were used. The major criteria included the following:

1. Building Condition: This was an estimate of building conditions based upon external evidence as determined by a windshield survey of the whole neighbourhood.
2. Type of Building Material: Frame structures, particularly when old and of low value, are susceptible to blighting problems.
3. Assessed Value of Buildings: Very inexpensive or cheap residences are potential problems in an area.
4. Age of Buildings: Old buildings could present problems.
5. Mixed Land Use: Areas containing industrial or commercial uses intermixed with residences were considered potential problem areas.

Based upon these rather general criteria, a 82 acre survey area was delineated as requiring more detailed investigation (Map 12). Accordingly, within this survey area, each building was inspected, and the occupants were interviewed in depth.

PUBLIC INFORMATION

Immediately before making the field surveys, under the Mayor's signature, a letter was sent to every resident family in the survey area. The letter explained that a detailed study was being undertaken in the neighbourhood, and that an enumerating inspector would be calling on each family in the next few days to obtain information about the family and its home.

PHYSICAL SURVEY

The physical survey involved a detailed examination of each building and a determination of its condition, based on a broad range of physical criteria. In particular, each building was inspected and rated as to the condition of the roof, chimney, exterior cladding, foundation, structure, stairs, accessory buildings, and utilities. In addition, each dwelling unit in the building was inspected and rated as to the condition of its doors, windows, flooring, wall and ceiling covering, wiring, plumbing, heating, ventilation, bath, toilet, and overcrowding. The cost to improve each of these aspects was calculated, and then summed to obtain the total cost of raising the building to a minimum acceptable level. Approximately 98% of the buildings received a complete internal and external inspection, and the remaining 2%, an external examination only. Upon completion of an inspection, the inspector was required to indicate whether, in his opinion, the building was worth improving. Then, based upon assessment records, the value of each building surveyed was estimated, and the improvement cost was related to this overall value of the building.

The inspectors used in the physical survey were all experienced contractors, who were regularly employed by the City as Minimum Standards Bylaw inspectors. Accordingly, their subjective assessment was considered quite reliable, and was later correlated with the relative cost to improve each building. In the later analysis, it was determined that, when the cost to improve a building exceeded one-third its estimated value, generally it was not economically sound to improve the building, although there were circumstances when this was modified.

Later, each building was classified as to whether it was in "good", "fair", or "poor" condition. The "poor" buildings generally required an expenditure of more than one-third their estimated value to be improved to a minimum acceptable standard. The "fair" buildings, essentially rehabilitation buildings, required an investment of from ten to thirty-three percent of their value to be improved. The "good" buildings required an expenditure of less than 10% of their value to be improved. It should be noted, however, that for purposes of detailed analysis, there were actually a number of sub-categories in each condition classification.

This detailed data on building conditions was then mapped and used to delineate areas requiring specific forms of action. Particular attention was paid to the areas considered to be in need of public redevelopment.

SOCIAL SURVEY

Coinciding with the physical survey, five trained enumerators conducted a ten week survey of the people living in the area. Five percent of the population either refused to answer or could not be contacted. IBM Port-a-Punch cards were used to record data in the field, and later, this information was tabulated and correlated mechanically by an electronic data processing machine. One card was completed for each family and each unattached individual in the survey area. Eighteen basic questions were asked, dealing with family size and income, age of family head and distance to place of work, length of residence and number of friends in the area, intention to remain in the neighbourhood and to live in public housing. This information supplied the basis for many of the recommendations included in the Neighbourhood Improvement Programme.

PHASES I and II

Although a large proportion of the eighty-two acres surveyed are severely sub-standard and require replacement, the programme for undertaking improvements is divided into two general phases of operation. The general boundary between Phase I and Phase II is located at Nelson and Rose Streets.

In order to simplify the analysis, the following data refer specifically to Phase I and Phase II area characteristics, or to both generally as the study area, and do not include those portions of the survey area analyzed but excluded from redevelopment action.

BASIC CHARACTERISTICS

The physical defects in the area are many, but essentially, they can be ascribed to a combination of factors such as age, building material, initial construction, and building maintenance. For instance, almost two-thirds of the buildings have sub-standard foundations and structures; many dwelling units have no bath, wash basin, central heating, or running hot water, and most of the buildings are frame, and well past their useful life expectancy. These defects are aggravated by other problems such as incompatible land uses, including traffic congestion and land overcrowding.

There are also social problems. Low income is the most severe problem, with four out of every ten families definitely not earning enough to live on and four out of ten families merely eking out a living. This problem is particularly bad in the case of unattached individuals, three-quarters of whom earn less than \$3,000 a year. In

Phase I, where families are quite large, the low income problem is further emphasized by the fact that one out of every five families doubles up with another family to economize.

In this context, age and tenancy are also part of the problem. The population is somewhat older, with more than one out of five family heads 65 years of age or older, and the tenant community predominates, with eight out of ten families renting accommodation, and, accordingly, having little or no control over their housing accommodation.

On the positive side, the community has many social assets. Many of the families, particularly the owners, are long term residents in the community, and, in spite of the many evident problems, eight in every ten families like the neighbourhood and wish to remain. The strong community attitude evident amongst the residents is emphasized by the fact that eight in every ten families actively attend the local parish church. However, one of the more telling reasons for living in the area is probably functional, since more than half of all the residents, and eight in every ten earning less than \$3,000, work within one mile of home.

Nevertheless, even the residents recognize that they are going to need help to improve themselves. Certainly, the most practical avenue would be some assistance to improve their housing. Without any clear conception of what public housing is like, but hoping to improve their circumstances, more than half the families in the area, or two-thirds earning less than \$3,000, indicated they would like to live in public housing. More specifically, two-thirds of the tenant families and one-third of the owner families expressed an interest in moving into this form of housing. There are indications, though, that many more would wish to live in public housing, once they have seen it constructed in the neighbourhood.

SOCIAL CHARACTERISTICS

Generally, the study area contains a very high percentage of tenants, older people, and large families with low incomes. An overwhelming proportion of the families in the study area, eight in every ten families, are tenants, and this rises to nine in every ten who qualify for public housing.

Families Doubling-up

About one in every five families in the study area lives with another family, or in other words, shares a dwelling unit originally designed to house one family. Looking at it another way, approximately one in eleven dwelling units in the redevelopment area houses more than one family compared to one in twenty-five in Ottawa.

TABLE 26

OCCUPANCY

(percent of families)

	Tenants	Owners
Total families:	79	21
Public Housing Families	89	11

Source: City of Ottawa, Planning Branch,
Social Survey, 1965.

TABLE 27

FAMILIES DOUBLING UP

(percent of units)

Families per Dwelling	Phase I	Phase II
3 or more families	2%	2%
2 families	7%	6%
1 family	91%	92%

Source: City of Ottawa, Planning Branch,
Social Survey, 1965

Family Size

Families in Phase I are somewhat larger than in the City, 4.0 compared to 3.7. However, the families indicating an interest in living in public housing, and qualifying, are somewhat smaller than the rest of the families in Phase I. For example, only 26% of the families qualifying for public housing have 5 or more members, compared to 29% for the whole area; whereas 44% of the "families" qualifying have two or less members compared to 39% for the whole area.

TABLE 28

PERSONS PER FAMILY

(percent of families)

	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u>	<u>7 +</u>
Public Housing Families	17	27	15	15	7	8	11
Public Housing Population	5	16	14	18	10	13	24
Phase I Families	16	23	17	15	10	7	12
Phase I Population	5	13	15	17	14	11	25

Source: City of Ottawa, Planning Branch, Social Survey, 1965.

Age of Children

The children in the study area are somewhat older than in the rest of the neighbourhood. About 70% of the children in Phase I are under 14 years of age, compared to 75% for the neighbourhood, while the 15-19 age group is numerically larger than in the rest of the neighbourhood.

TABLE 29

CHILDREN'S AGE GROUPS

PHASE I

(percent of children)

	<u>0-4</u>	<u>5-14</u>	<u>15-19</u>	<u>20 +</u>
All children	21	48	18	13
Public Housing Children	22	48	17	13

Source: City of Ottawa, Planning Branch, Social Survey, 1965.

Age of Family Heads

The study area has a relatively old population, particularly in the case of the home owners. Twenty-one percent of the family heads in the area are 65 years of age or older, compared with only 13% in the northwestern part of the neighbourhood and 4% in the City. It is notable that 32% of the heads of families owning their own homes are over 65, compared to only 18% of the tenant family heads. As for the population qualifying for public housing, however, the proportion stands at 23%.

TABLE 30

AGE OF FAMILY HEADS

(percent of families)

	-34	35/64	65 +
All Families	25	54	21
Tenants	29	53	18
Owners	8	60	32
Public Housing Families	25	52	23

Source: City of Ottawa, Planning Branch, Social Survey, 1965.

Length of Residence

A high proportion of the families are very new residents in the study area. About 26% have resided there less than 1 year, compared with 22% in the neighbourhood and 20% in the City. However, looking at the broader characteristics, 42% of the families in Phase I have resided in their present home for less than three years which is about the same as the neighbourhood and the City. With regard to long term residents, over ten years, this includes 28% of the study area families, compared with 26% in the neighbourhood and 23% in the City.

Overwhelmingly, home owners have been the longer term residents in the area. Only 7% of the owners have lived in their present home for less than 3 years, while this category includes 51% of the tenants. On the other hand, 70% of the owners have lived there for 10 or more years compared to only 17% of the tenants. Moreover, the length of residence by income characteristics of families qualifying for public housing generally coincide with the characteristics of the tenants, and accordingly, have been shorter term residents. It is interesting to note that generally, the lower income groups have resided in the area a shorter time than the higher income group. For instance, of families who have lived in the area for less than 1 year, twice as many are in groups earning less than \$5,000 as in the group earning over \$5,000.

TABLE 31
LENGTH OF RESIDENCE BY INCOME
(percent of families)

Annual Family Income	Years			
	0-1	1-2	3-9	10 +
Under \$3000	28	15	26	31
\$3000-4999	29	17	32	22
\$5000 +	15	15	34	36
All Families	26	16	30	28

Source: City of Ottawa, Planning Branch, Social Survey, 1965.

TABLE 32
LENGTH OF RESIDENCE BY OCCUPANCY
(percent of families)

	0-1	1-2	3-9	10 +
All Families	26	16	30	28
Tenant Families	32	19	32	17
Owner Families	3	4	23	70
Public Housing Families	32	18	29	21

Source: City of Ottawa, Planning Branch, Social Survey, 1965.

Satisfaction with Home

While conditions of homes in the area are far from good, 80% of the families were satisfied with these conditions. This proportion rose to 95% for home owners, and dropped to 76% for tenants. The response of the families qualifying for public housing was the same as that of the tenant families.

TABLE 33
SATISFACTION WITH HOME
(percent of families)

	Yes	Indifferent	No
All Families	80	12	8
Tenant Families	76	14	10
Owner Families	95	4	1
Public Housing Families	76	14	10

Source: City of Ottawa, Planning Branch,
Social Survey, 1965.

Attitude Towards Home

The attitude of the occupants towards the condition of their homes provides an interesting contrast to the housing condition survey. While the housing survey indicated approximately 60% in poor condition, almost 60% of the residents said that their homes were in good condition, and only 7% considered their homes as "poor". As would be expected, owners considered their homes in better condition than the tenants did, 87% compared to 51%. "Conditioning", obviously has had a bearing on the attitudes of the occupants.

Satisfaction with Neighbourhood

The question "How satisfied are you with your neighbourhood?" was asked to obtain an indication of the residents' attitude towards the neighbourhood. This was intended to provide a general or all-inclusive impression of the area.

TABLE 34
OCCUPANTS ATTITUDE TOWARDS
CONDITION OF HOME

(percent of families)

	Good	Fair	Poor
All Families	58	35	7
Tenants	51	41	8
Owners	87	13	0
Public Housing Families	53	39	8
Tenants	47	44	8
Owners	94	6	0

Source: City of Ottawa, Planning Branch,
Social Survey, 1965.

TABLE 35
SATISFIED WITH NEIGHBOURHOOD

(percent of families)

	Yes	Indifferent	No
All Families	81	9	10
Tenants	83	8	9
Owners	76	13	11
Public Housing Families	84	8	8

Source: City of Ottawa, Planning Branch,
Social Survey, 1965.

The vast majority of the people in the area liked the neighbourhood. Surprisingly, a higher proportion of tenants liked the neighbourhood than owners, and an even higher proportion of the public housing families responded positively.

Friends and Relatives in the Area

This seems to be a fairly strongly knit community. One indication of this is the fact that 37% of the people indicated they had many friends and relations in the neighbourhood, a further 46% had a few, and only 17% had none. This is a little surprising, considering the proportion of families who have lived here less than 1 year.

Park Facilities

The residents were asked whether they felt there was enough developed park and playground land and facilities in the neighbourhood. Not surprisingly, three-quarters of the residents felt there was enough.

Interest to Remain in Neighbourhood

Most families indicated, rather strongly, that, even if they were required to move out of their present home, they wanted to stay in this neighbourhood. Surprisingly, and in spite of their somewhat more mobile tendency, an even higher proportion of the tenant families indicated a preference to remain in the area. Specifically, while 75% of all families wished to remain in the neighbourhood, this rose to 77% of the tenant families, and dropped to only 66% of the owner families.

TABLE 36

INTEREST TO REMAIN IN THE NEIGHBOURHOOD

PHASE I (percent of families)

	Stay	Leave
All Families	75	25
Tenants	77	23
Owners	66	34

Source: City of Ottawa, Planning Branch,
Social Survey, 1965.

Community Organizations

The population in the area appears to be strongly community-oriented, with St. Anne's Church playing a rather dominant role in neighbourhood communal life. Almost eight in every ten families in Phase I attend St. Anne's Roman Catholic Church. About the same proportion of the families qualifying for public housing attend this church. Moreover, several other organizations are well represented in the community, including St. Jean Batiste Society and Ligue Sacre Coeur.

TABLE 37
COMMUNITY ORGANIZATION
MEMBERSHIP

PHASE I
(percent of families)

St. Anne's Church	79
St. Jean Batiste	25
Ligue Sacre Coeur	17
St. Vincent de Paul	9
Dames de la Federation	8
Notre Dame de Sourire	6

Source: City of Ottawa, Planning Branch,
Social Survey, 1965.

School Attendance

Generally, a rather high proportion of the study area population attends elementary school, particularly the Roman Catholic Separate Schools. One-quarter of the people in Phase I, compared to 21% in the neighbourhood are in elementary school. Ninety-two percent of these attend the separate school. With regard to the population qualifying for public housing, 22% are in elementary school and 88% of these attend the separate school.

Choice of Occupancy

Many families in the study area indicated a desire to change their occupancy status. In general, while 79% of the families now are tenants, only 72% wish to continue as tenants. The 7% remaining indicated they wished to buy a home, but 4% wished to build one. However, even with regard to the homeowners wishing to remain in the area, forty percent would like to become tenants.

ECONOMIC CHARACTERISTICS

Family Income

Low income is the most severe problem in Lower Town East. Four in every ten families have a total family income of less than \$3,000 per year from all sources, or four times the City average. In addition, another four families in ten earn incomes from \$3,000 to \$5,000, which is barely enough to live on, and certainly, not enough to live a full life. Inversely, only 19% of the families in the study area earn over \$5,000, compared to at least 62% of the families in Ottawa.

TABLE 38

FAMILY INCOME AND TYPE OF OCCUPANCY

(percent of families)

	Under \$3000	\$3000-4999	\$5000 +
All Families	40	41	19
Tenants	41	42	17
Owners	31	39	30
Non-Public-Housing Families	28	34	38
Public Housing Families	51	49	0
City Average	10	28	62

Note: Total Income from all sources, by all members of the family.

Source: City of Ottawa, Planning Branch, Social Survey, 1965.

As would be expected, owners are more affluent than tenants, but not by much. For example, 70% of the families owning homes earn less than \$5,000, which is just 13 percentage points higher than tenant families. As for the tenant families qualifying for public housing, half earn less than \$3,000, and half earn from \$3,000 to \$5,000.

TABLE 39
INCOME AND FAMILY SIZE

PHASE I		
Income Groups	Persons Per Family	Children Per Family
Under \$3000	3.4	1.25
\$3000-4999	4.0	2.2
\$5000 +	4.3	2.3

Source: City of Ottawa, Planning Board,
Social Survey, 1965.

Strangely enough, the lower income families are smaller than the higher income families. In the under \$3,000 income category, there is an average of 3.4 persons per family, compared with 4.0 in the \$3,000-\$5,000 bracket, and 4.3 in the over \$5,000 bracket. Moreover, there is no difference between tenants and owners in this respect.

Income From Property

Fifteen percent of all families in the study area derive some revenue from their property, although, in most cases, it forms a rather small part of their income. However, in about ten percent of the cases, it provides a major source of revenue for the family.

Distance to Place of Work

Almost three-quarters of the labour force in Phase I live near their place of work, with 53% working within 1 mile of home, and a further 19% within 1 to 2 miles. An even higher proportion of the public housing families is in this situation, with 59% living within 1 mile of work, and a further 18% within 1 to 2 miles.

TABLE 40

DISTANCE OF WORK BY TYPE OF OCCUPANCY

	(percent of families)		
	<u>Miles</u>		
	<u>0-1</u>	<u>1-2</u>	<u>2 +</u>
All Family Heads	53	19	28
Tenant Families	52	20	28
Owner Families	56	19	25
Public Housing Families	59	18	23

Source: City of Ottawa, Planning Branch,
Social Survey, 1965.

Moreover, the lower income families include a large proportion of the families living relatively near their place of work. In fact, 81% of the families with income under \$3,000 live within 1 mile from their place of work, and an additional 11% live between 1 and 2 miles of work. The proportion drops with the higher income groups.

TABLE 41

DISTANCE TO WORK BY INCOME GROUP

<u>Income</u>	(percent of families)		
	<u>Miles</u>		
	<u>0-1</u>	<u>1-2</u>	<u>2 +</u>
Under \$3,000	81	11	8
\$3,000 - \$4,999	34	26	40
\$5,000 +	37	21	42

Source: City of Ottawa, Planning Branch,
Social Survey, 1965.

PHYSICAL CHARACTERISTICS

Phase I includes 32.8 acres of land, of which 28.3 acres are residential in character. Thirty percent of the neighbourhood population, or 2,920 people, live in the area at a net residential density of 103 persons per acre. The area also accommodates 53 businesses, of which one-third are non-local and thus incompatible with a residential community. Phase II includes 31.1 acres of land and accommodates 1,838 people or 19% of the neighbourhood population.

Age of Buildings

Primarily, the survey area is composed of old buildings, with Phase II buildings being slightly older. Seventy-four percent of the buildings in Phase I are over fifty years of age, with 29% over 80 years old. In Phase II, almost 80% of the buildings are over 50 years of age, and 38% are over 80 years old. Inversely, only 12% of the buildings in Phase I, and 7% in Phase II, were built in the last twenty years (Map 13). These older buildings are evenly distributed throughout the study area.

TABLE 42

BUILDING AGE
(percent of buildings)

	Phase I	Phase II
Over 65 years	58	59
50-65 years	16	20
20-50 years	14	14
Less than 20 years	12	7

Source: City of Ottawa, Planning Branch,
Physical Survey, 1965.

Building Material

Most buildings in the study area are of frame construction (Map 14). Seventy-five percent of the buildings in Phase I and 60% in Phase II are exclusively frame buildings, while the remainder are stone, brick, or veneer buildings. Moreover, most of the buildings north of St. Patrick Street are frame.

Condition of Buildings

The majority of the buildings in the study area are substandard, with only one-fifth of the buildings considered to be in satisfactory condition (Map 16). In terms of relative condition, there was little difference between Phase I and Phase II. In particular, 62% of the buildings are in poor condition, 19% fair, and 19% satisfactory (Photos 27 to 35).

While building condition is essentially a composite of all building characteristics, some of the more basic characteristics include the following: 47% of the buildings in Phase I and 63% in Phase II have seriously substandard foundations; 52% of the buildings in Phase I and 67% in Phase II have serious structural deficiencies; 48% of the buildings in Phase I and 54% in Phase II have seriously substandard exterior cladding; and 60% of the buildings have no form of central heating. Moreover, these averages frequently increased by half in a particular block.

TABLE 43
CONDITION OF BUILDINGS
(percent of buildings)

	Good	Fair	Poor
Building Condition			
Phase I	19	19	62
Phase II	20	19	61
Foundation			
Phase I	12	41	47
Phase II	5	32	63
Structure			
Phase I	10	38	52
Phase II	5	28	67
Cladding			
Phase I	12	40	48
Phase II	6	40	54

Source: City of Ottawa, Planning Branch,
Physical Survey, 1965.

Condition of Dwelling Units

The best way to appreciate the unsatisfactory condition of dwelling units in the study area is to consider the proportion that is in satisfactory condition. For example, only one in ten dwelling units in Phase I has a level floor, and the same proportion has a satisfactory covering on walls and ceilings. The proportion of satisfactory units rises to 15% in Phase II.

TABLE 44
CONDITION OF DWELLING UNITS
(percent of units)

	Good	Fair	Poor
Floor Level			
Phase I	10	62	28
Phase II	15	47	38
Wall Covering			
Phase I	10	58	32
Phase II	16	36	48
Ceiling Covering			
Phase I	10	59	31
Phase II	15	40	45

Source: City of Ottawa, Planning Branch,
Physical Survey, 1965.

Dwelling Facilities

Considering the generally accepted need for such dwelling facilities as running hot water and baths, a large proportion of the dwellings are substandard in this regard. In particular, in Phase I, 11% of the dwelling units have no private bath or shower, and this rises to 16% of the units in some blocks. Furthermore, 8% of the dwellings have no hot running water, and this proportion rises to 13% in some blocks. Moreover, one-fifth of the dwellings in Phase I have no attached wash basin, and in some blocks, one-third of the dwellings are similarly deficient.

TABLE 45

HOUSEHOLD FACILITIES

(percent of units)

	Present	Absent
Running Hot Water		
Phase I	92	8
Phase II	95	5
Wash Basin		
Phase I	80	20
Phase II	87	13
Bath or Shower		
Phase I	89	11
Phase II	93	7

Source: City of Ottawa, Planning Branch,
Physical Survey, 1965.

DEMAND FOR PUBLIC HOUSING

The provision of housing is an important element in any renewal programme which displaces people. Moreover, considering the importance of retaining the Lower Town East community, the rehousing of displaced families within the neighbourhood is an essential factor. However, to estimate the demand for public housing is difficult, since it is improbable that national experience would be a direct indication of what could reasonably be expected in Lower Town East.

Since income is the main factor determining acceptance for public housing, it is intended to use the number of families earning less than \$5,000 as the maximum demand for public housing. This includes 81% of the families in the survey area. However, it is probable that not all will wish to live in public housing.

The survey provided an indication of the present number of families who would like to live in public housing, and who earn less than \$5,000 a year. This declared demand for public housing includes 50% of the families in Phase I, or 56% of the tenants and 26% of the home owners (Map 17). Of the families declaring an interest in and qualifying for public housing, 89% are tenants and 11% are owners. An additional 7% of the tenants and an additional 6% of the homeowners would like to live in public housing, but these earn more than the maximum \$5,000.

It is interesting to note that, the lower the income, the greater the interest in moving to public housing. For example, in Phase I, in the under \$3,000 income category, 64% of the families said they would like to live in public housing; in the \$3,000 to \$5,000 category, 59% expressed this interest; in the over \$5,000 group, 37% declared an interest. In Phase II, there was a higher proportion in each category, particularly in the case of the highest income group. For example, of those indicating a desire for such accommodation, 69% were in the lowest, 68% were in the middle, and 45% were in the upper income groups.

Public Housing Dwelling Size

Using the characteristics of the qualifying population declaring an interest in public housing, most of the dwelling units required would be rather small, and relatively few would be large. In particular, 42% of the dwelling units required would be bachelor and one bedroom dwellings, 30% would be two bedroom dwellings, 15% three bedroom, and 11% four or more bedrooms.

TABLE 46
SIZES OF DWELLINGS REQUIRED
(percent of families)

	<u>Number of members per family</u>						
	One	Two	Three	Four	Five	Six	Seven
Declared Demand in Phase I	17	27	15	15	7	8	11
Low Income Families in Phase I	16	23	17	15	10	7	12
Low Income Families in Phase II	23	28	16	10	10	5	8

Source: City of Ottawa, Planning Branch, Social Survey, 1965.

Generally, the "declared demand" families are somewhat smaller in composition than the group of low income families in Phase I, but considerably larger than the group of low income families in Phase II. In other words, there will be a greater demand for bachelor and one bedroom units by the Phase II segment than by those in Phase I.

Types of Public Housing

Two additional factors will influence the type of public housing required, senior citizens and young children. The former may require senior citizen public housing, while the latter should enjoy a garden apartment type of unit with lots of open space.

Twenty-three percent of all the families declaring an interest in and qualifying for public housing have a family head over sixty-five years of age. However, some are the heads of fairly large families, and could not live in senior citizen housing.

Seventy-five percent of the children in families qualifying for public housing are under fifteen years of age. Moreover, almost one-quarter of these public housing children are under five years of age, suggesting the need for play parks and local playgrounds.

TABLE 47

TYPE OF PUBLIC HOUSING REQUIRED

(percent of units)

<u>Type of Unit</u>	All Families	<u>Low Income Families</u>	
	Phase I	Phase I	Phase II
Senior Citizen	16	20	19
Bachelor - two bedrooms	55	55	57
Three bedrooms	17	15	16
Four or more bedrooms	12	10	8

Source: City of Ottawa, Planning Branch, Social Survey, 1965.

Generally, the characteristics with regard to the type of dwelling units required for the low income families are not the same in Phase I as in Phase II. In Phase I, the demand would be for a greater number of large units, and would correspond more closely with the provincial and national averages. In particular, using the whole population in Phase I as an indication, the demand for senior citizen units would be 4% fewer, and the demand for three or larger bedroom units would be 4% higher.

In more specific terms, the maximum demand for public housing accommodation will be about 630 units in Phase I and 458 units in Phase II, or a total of 1,088 units. While it is not expected that the actual demand will reach this number, it is suggested that the plan be flexible enough to provide the opportunity to accommodate most of this number, if the need arises. In other words, the plan should be flexible enough to accommodate in public housing almost all the eight out of ten families who earn less than \$5,000, although the declared demand for public housing was, in fact, only five out of ten families in the area.

TABLE 48

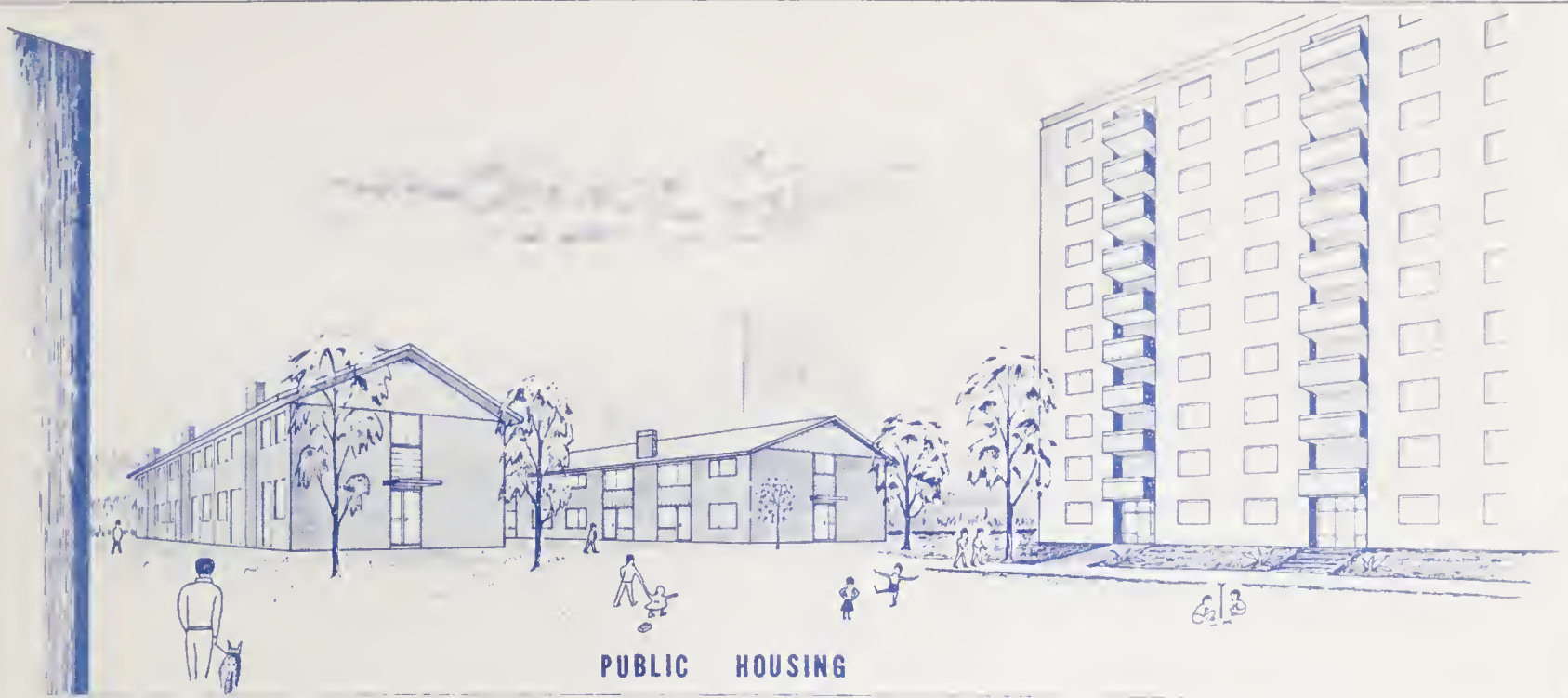
MAXIMUM PUBLIC HOUSING UNITS REQUIRED

	Phase I	Phase II	Total
Senior Citizen Units	113	80	193
Small Units (bachelor - 2 bedrooms)	253	263	616
Large Units (3 or more bedrooms)	<u>164</u>	<u>115</u>	<u>279</u>
Total	630	458	1088

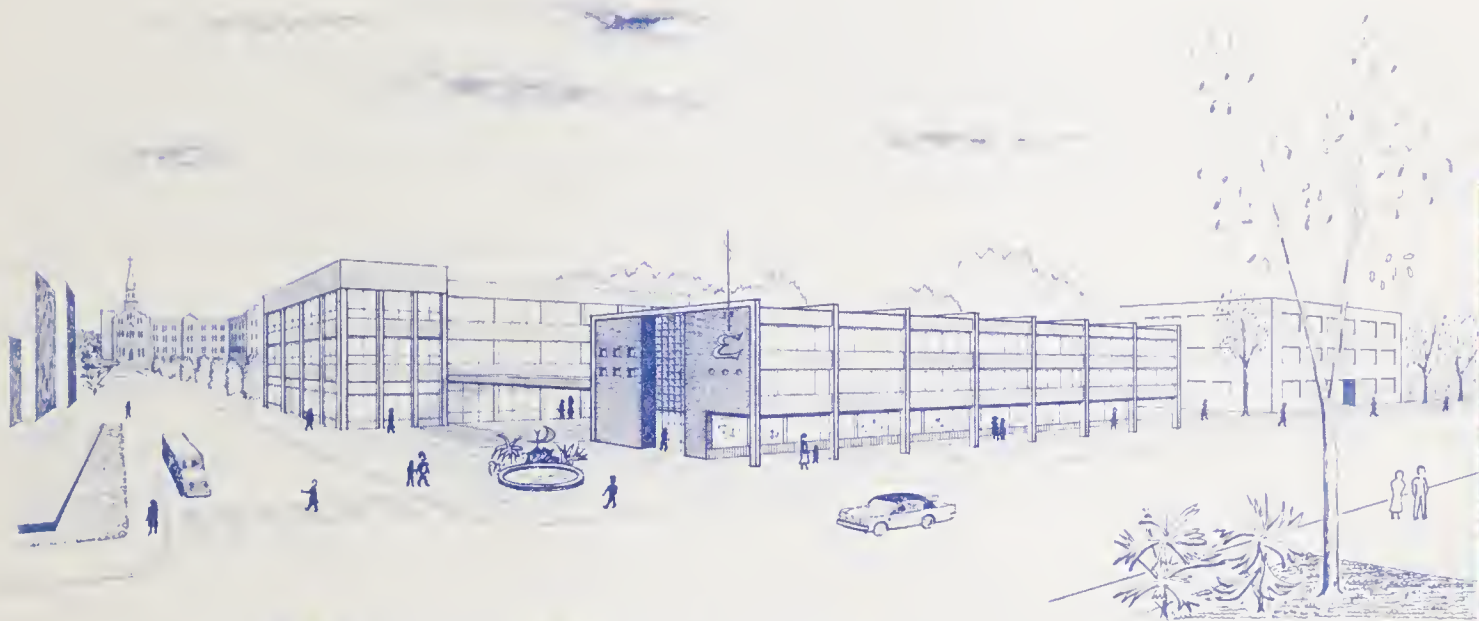
Note: Housing to accommodate all families with income under \$5,000. per year.

Source: City of Ottawa, Planning Branch, Social Survey, 1965.

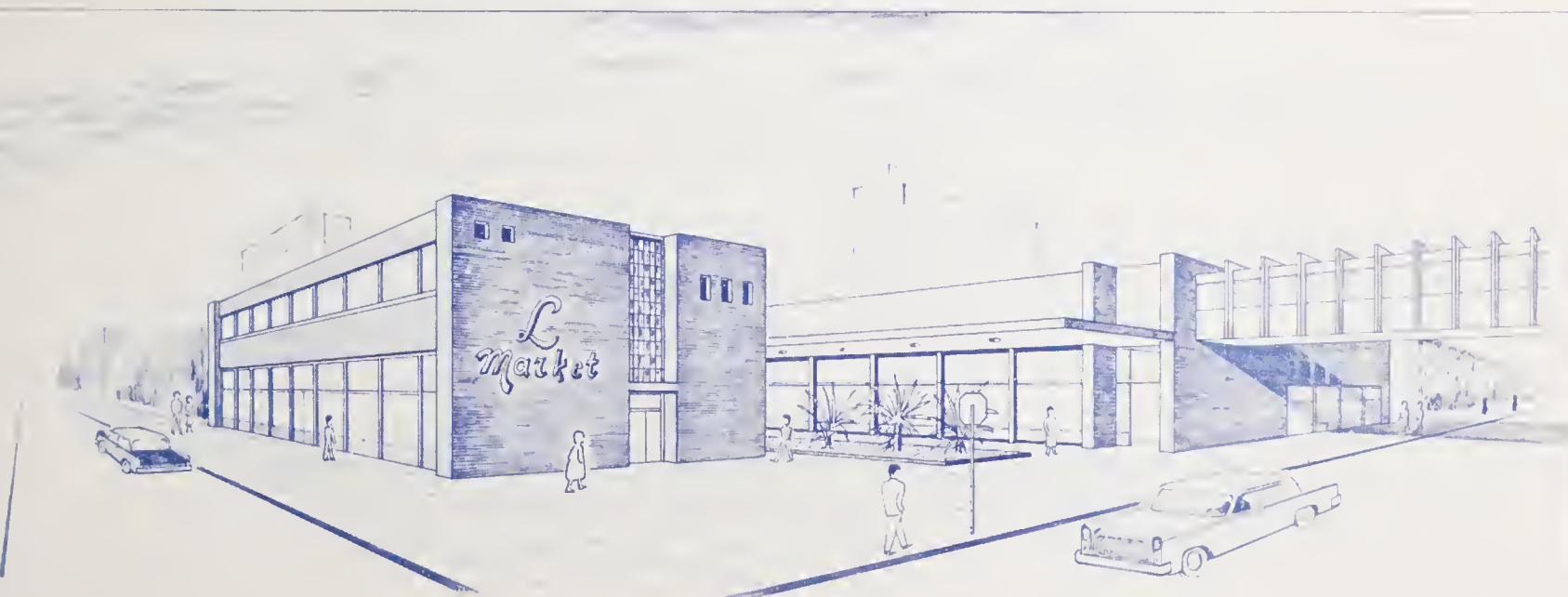
PART IV
NEIGHBOURHOOD DEVELOPMENT PLAN



PUBLIC HOUSING



COMMUNITY FOCUS, NORTH EAST PART



COMMUNITY FOCUS, SOUTH WEST PART

IV NEIGHBOURHOOD DEVELOPMENT PLAN

The development plan is intended to provide a general guide for all forms of public, private, and institutional investment to be undertaken in Lower Town East in the foreseeable future. Understandably, no plan can anticipate all the future requirements of a community, and accordingly, it will be necessary to revise or up-date the plan intermittently, and at least once every five years.

POLICY

The plan is founded on the following basic policy: retain the fundamental distinctive character of the Lower Town Area; improve the quality of the neighbourhood by making it a more stable, attractive, diverse and active part of the City.

The plan seeks to carry out this policy through its basic concept of remoulding the neighbourhood by taking advantage of the desirable elements in the community, by improving the unsatisfactory facilities, by removing all the manifestations and causes of blight, by reorganizing the basic functions in the community, and by introducing essential or desirable community facilities.

CONCEPT

In capsule form, the Lower Town East Neighbourhood Development Plan provides for the following: a comprehensively planned, but

1. a diversely designed and developed neighbourhood;
2. a distinctly pedestrian-oriented community, with a safe, convenient, and functionally separated circulation system;
3. a relatively small and intensely developed residential community;
4. a strong community focus, composed of physically separated, but functionally related, local and district community facilities.

Specifically, the development concept reorganizes the primary functions in the neighbourhood, by locating the residential community and its purely local facilities in the more restricted area between St. Patrick and Rideau Streets, and by locating those facilities serving a broader area north of St. Patrick Street (Map 18). Thus, all forms of family residential development and those facilities which are intimately and integrally associated with the local residential community, such as elementary schools, parks and playgrounds, and local shops and churches, will be limited primarily to this residential area. On the other hand, those facilities which serve the local residential

area, and also serve a much larger population in several neighbourhoods, will be restricted to the area north of St. Patrick Street (Map 19). These activities inherently attract people and cars from outside the neighbourhood, and will be located in such a manner as to minimize their adverse effect on the residential community (Map 20). Nevertheless, they do serve the Lower Town East population, and to be most effective, they should be conveniently located with regard to the residences. Accordingly, the development plan locates these district activities just outside and immediately north of the residential community. These district facilities include a vocational school, girls' high school, arena, indoor swimming pool, public library, health office, and welfare office.

Fundamentally, a cohesive and viable neighbourhood requires a strong community focus or centre for neighbourhood activity. Lower Town East is expected to have a particularly prominent, even dominant, community centre by combining its local community facilities with district facilities. Moreover, success in the creation of a "real" community centre is fairly well assured, since the site chosen for this complex corresponds with the present community focus in the area, even though it will involve the introduction of a greater range of activities plus a rearrangement of some of the existing ones. Functionally, the community focus will include most of the important community facilities required to serve the neighbourhood. In effect, it will become the main social, cultural, service, recreational, and business centre for the neighbourhood.

However, the mere concentration of buildings is not enough. Situated at an important local intersection, and conveniently located with regard to the population served, it should be designed to be in accord with the pedestrian and vehicular network on which it depends; to reflect its important role in the community; to emphasize the complementary nature of its activities; to accommodate casual and milling assembly of people; and, as a whole, to be attractive, interesting, and aesthetically satisfying. To achieve a sense of unity, however, the individual buildings should be designed in architectural harmony with each other and with the existing important buildings that are directly or indirectly a visual part of the centre.

In partial demonstration of these principles, the development plan, which has been carried to the stage where it shows illustrative site layouts, indicates a possible treatment of the centre. Accordingly, the plan shows a neighbourhood pedestrian area or plaza. This plaza is composed of the street intersection and the associated sidewalks, combined with four individual open spaces, created by setting the buildings back from the intersection at each corner. These buildings, some massive in scale, serve to contain the space and accent its importance. One of these is St. Anne's Church, which has been given a position of prominence in the whole composition. Moreover, the view along the locally important collector streets in the direction of community focus, from either the south or the north, is terminated at St. Patrick by a strategically located building, thereby emphasizing the presence and importance of the community centre. Additionally, the chapel of the Good Shepherd Convent has been used in the design to terminate the vista along Notre Dame Street from the centre.

Essentially, Lower Town East is a pedestrian oriented community, and accordingly, pedestrians, pedestrian movement, and pedestrian spaces should form important elements in the neighbourhood plan. In effect, it is at the pedestrian level that the functional integration and interaction becomes most conspicuous. Accordingly, as illustrated in the development plan, most of the reorganized community is designed, primarily, for pedestrians, including the public housing, the community focus, and the new private housing. Additionally, these have been related to each other and to the older part of the neighbourhood. Carrying this one step further, each of the four main, somewhat specialized, groupings of buildings in the community core has its own separate or local pedestrian area, but all of these separate areas are connected to each other, and to the other parts of the community by a definite, convenient, and safe pedestrian walkway system.

Probably the most distinctive and fundamental characteristic of the neighbourhood is its basic structure or organization. The neighbourhood is formed around a central service axis, which acts as a skeleton or framework for the community. This central axis extends through the middle of the neighbourhood from the south side at Rideau Street to the north side at the Rideau River, and is composed of all the facilities necessary to serve the local population. The character of the axis varies with the location in the neighbourhood. The axis near the middle of the residential part of the neighbourhood is composed of exclusively local residential facilities, such as elementary schools and playgrounds; the axis at the northern edge of the residential community forms the local part of the community focus, and includes a Parish Church, community hall, and local shops; the part of the axis immediately outside of the residential community forms the district part of the community focus, and includes a vocational school, girls' high school, arena, library, and indoor swimming pool. The residential parts of the community have been conveniently located on either side of this service axis, and have been designed to encourage the maximum interaction between the home and the community facility.

PHASES

The development plan for Lower Town East is to be implemented in two general phases, extending over a fifteen to twenty year period. While specific deviations from the plan will occur in the neighbourhood during this period, its basic characteristics are not expected to change (Maps 27). Phase II of the development plan, which results essentially from the introduction of a major freeway through a residential area, merely shifts the boundary of the residential neighbourhood eastward by one block, or from King Edward Avenue to approximately Nelson Street. The introduction of this freeway will establish a significant visual and functional barrier, a twenty to thirty foot high wall, trapping this narrow, rather poor, older residential area between the freeway and King Edward Avenue. Accordingly, a fundamental change in land use is called for, and the development plan designates this strip primarily for office use, with municipal government in the north end and private offices in the south.

PART V
NEIGHBOURHOOD IMPROVEMENT PROGRAMME



REDEVELOPMENT AREA

V NEIGHBOURHOOD IMPROVEMENT PROGRAMME

TYPE OF ACTION

Any physical change, involving an improvement in the quality of deficient, out-moded or deteriorated facilities, structures, or areas, is a form of urban renewal. Traditionally, it is the normal process by which the older parts of a community adapt to changing circumstances. However, in recent years, urban renewal has assumed a more specific meaning. While it is still associated with the elimination and prevention of blight and obsolescence, it now implies the planned re-organization of built-up areas through a comprehensive programme of renewal. When associated with a potentially viable, but substandard neighbourhood, it becomes a neighbourhood improvement programme.

Similar to a city, a neighbourhood is a dynamic entity. Over a period of time, changes occur in its composition and organization. Segments change, become obsolete, fall into decay, and eventually may be renewed. The rate and degree of change or decay varies with the quality and type of construction, the maintenance and use made of the buildings, the attitude of private enterprise and the public as a whole towards the area, as well as with pressures for economic and social change. Because urban dynamics is a natural, evolutionary process, no city, nor any portion of a city, remains static for long. This normal process of renewing, rebuilding, or otherwise improving the physical environment is usually effected by private enterprise under natural incentives. Occasionally, however, parts of a city or a neighbourhood should be renewed or improved, but private renewal capital is not interested. In such a case, some form of public assistance is required to stimulate private action in the renewal process. The form of public participation depends on the urgency that the public attaches to the curtailment of decline, and to the elimination and prevention of blight.

Basically, the objectives of a neighbourhood improvement or urban renewal programme are to transform a residential neighbourhood into a better community in which to live, learn, work, and play. In particular, such a programme is an attempt to cope with problems inherent in built-up areas, to reduce the possibility of problems recurring in the future, and to renew or improve areas in order to create for its residents, an urban environment which is healthy, safe, attractive, convenient, economically sound, and, as much as possible, socially satisfying. However, to ensure satisfactory results, such a programme must involve the whole community or neighbourhood, and these plans for the neighbourhood must be consistent with the overall needs of the city.

A public renewal programme is an important and necessary form of action for municipal government. If a community invests wisely, it may never again have to invest public funds for physical restoration. Moreover, such a programme effectively reduces the economic and social waste directly and indirectly incurred from urban blight and

obsolescence. Accordingly, the expenditure of public funds is a justifiable investment, which will produce high returns for the community.

A neighbourhood improvement programme or an urban renewal programme is composed of three basic, but interrelated, elements: redevelopment is the clearance and re-use of land; rehabilitation is the repair and remodelling of buildings to ensure their continued use; conservation is the protection of structures which are acceptable as to use and condition. These three forms must be treated as complementary to one another in a comprehensive programme of blight elimination and control, and as specific instruments of implementation of the Official Plan (Map 21).

Redevelopment

Redevelopment, the most drastic, the most expensive, and the most productive form of action, occurs when blighted buildings or areas are cleared for the general welfare of the community, and when public action is necessary to initiate or stimulate change. Public redevelopment involves the use of public funds for acquisition, clearance, and, at times, reconstruction of unsound portions of the neighbourhood, and includes accommodating families displaced by this action.

Redevelopment has, as its immediate objective, the reorganization or replacement of land use and population patterns in accordance with the City's Official Plan, which is a statement of City Council's official policy for the future development of the City. Redevelopment should be used in those areas where urban blight has advanced to such a degree that, by local standards, nothing short of clearance is physically, economically, or socially practical. Where buildings are unfit for human habitation or use, and where rehabilitation is not desirable because of the proposed future use of the land, or not warranted because of cost, such buildings should be demolished, and the area cleared. Nevertheless, redevelopment should be directed towards an area, the size of which is consistent with attaining the optimum results at the lowest cost, while causing the least economic and social disruption. To achieve these ends, redevelopment, as one form of improving a community, should be selective, forming part of a balanced programme with rehabilitation and conservation.

Rehabilitation

Rehabilitation, a more moderate form of renewal, is particularly important since it minimizes the displacement and relocation of people from a viable neighbourhood, and it obtains the maximum return from private investment in homes and from public investment in utilities, services, and facilities.

Essentially, it is a planning programme which is directed towards areas that have deteriorated, but which are still capable of restoration without total clearance. However, it is the most complex and intractable form of renewal; requiring greater dedication on the part of the professional and administrative staff, as well as a higher degree of acceptance and organization on the part of the general public.

As a planning programme, it is directed towards an area which is run-down or declining, but which is basically sound and capable of an extended, useful life. The programme is intended to halt further deterioration of the area and to raise its general environmental standards. Largely, it is an operation conducted by the owners of individual buildings in the area, since it involves the repair, modernization, and raising of standards of all the deteriorated but structurally sound buildings which should be retained.

While this form of renewal is mainly the responsibility of the owners of individual properties, government agencies do play an important part. The role of the public authority is mainly one of illustrating the need for rehabilitation and of providing guidance during the operation. More explicitly, a public authority's role in an effective rehabilitation programme should include education, guidance, co-ordination, assistance, and improvement of the morale and confidence of individual property owners and local organizations. Moreover, it may involve the public acquisition and clearance of scattered, deteriorated buildings; the repair, modernization, and construction of public utilities; the improvement, enlargement, or introduction of public utilities and facilities; and the restoration of properties by their owners. This kind of programme will be successful only if the citizens are made aware of its advantages and limitations, its costs, and its techniques.

Fundamentally, rehabilitation involves the raising of standards through the physical improvement of buildings and their environment. More precisely, a building can be rehabilitated by adding space, painting, modernizing facilities, repairing or instituting other physical changes; a neighbourhood can be rehabilitated by removing buildings which cannot be improved, changing the street pattern, and adding community facilities. However, the rehabilitation of structures or groups of structures must relate to the planning requirements of whole areas. Obviously, any renewal programme, but especially rehabilitation, is intended to maximize physical, economic, and social improvement of an area from expendable resources of the owners and tenants, including the various financial aids available to them.

It should also be noted that, while rehabilitation primarily involves the co-operative effort of both the public and private sector, under certain circumstances, rehabilitation action can be carried out exclusively by the public sector. As in private rehabilitation, the property involved is capable of an extended life, but for reasons of control, demonstration, or any other reason intrinsic to the best interests of the community, the property is publicly acquired and rehabilitated within a broader renewal programme. Once rehabilitated, the improved buildings may be re-purchased by the original owners, sold to new owners, rented, or used as public housing.

Conservation

Conservation is the most moderate and subtle form of neighbourhood improvement. An urban conservation programme protects fundamentally sound areas from becoming blighted, which, in effect, implies the retention of existing standards in the area.

To prevent blight from occurring, conservation, even more than rehabilitation, attempts to treat the causes rather than the symptoms of blight.

Urban conservation measures are undertaken in areas which conform substantially with the land use and population density proposals in the Official Plan, but which require protection and perhaps some public improvements to ensure continued public confidence. While conservation normally emphasizes the protection of the housing stock, it should be applied to all the physical assets of a community, provided this is in conformity with long-term planning proposals for the complete neighbourhood or city.

The basis of a conservation programme is the premise that the individual owners and tenants in the area will play a prominent role. While the individual citizen must maintain his property in good repair, and even try to enhance its quality and appearance, conservation implies that the local government, as its part of the programme, will use its powers to ensure the adequate protection of existing qualities and values and, if necessary, supply sufficient public funds to conserve the area.

The basis of the programme involves the maintenance of effective private house-keeping practices. To ensure this, a conservation programme must include a public education programme, a long-range municipal capital works programme, and the stringent enforcement of development controls, including zoning, building code, and comprehensive maintenance and occupancy regulations.

PARTICIPANTS

Renewal action recommended for Lower Town East is intended to take place in two broad phases or periods of time. Phase I, involving 146 acres of land located between Rideau Street, the Rideau River, and Nelson and Rose Streets, should begin immediately and be completed in from three to five years. However, within this phase, action will be strategically staged to maximize results and minimize economic and social disruption.

Phase II involves the remaining 40 acres of land in the neighbourhood between King Edward Avenue and Nelson and Rose Streets, of which 20 acres will be required by the King Edward Freeway. It is designed as a process of very gradual land use transition over the next fifteen or twenty years, or perhaps even longer.

While the City will be the initiator or catalyst for all forms of action to be undertaken in the neighbourhood, including preparation of plans, holding discussions, and undertaking expropriation, the actual development or introduction of improvements will be undertaken by many different people, organizations, and institutions. This diversity is necessary if the optimum and most permanent results are to be achieved. It must be emphasized that this is a community or "neighbourhood" improvement programme, and for it to be entirely successful, the active participation by everybody,

including all the local organizations, is absolutely essential. In reality, neighbourhood renewal or improvement is as much a state of mind as it is a state of action. While improvements can be introduced without active local participation, the results will be cold and empty, and will likely soon cease to materialize. Whereas, if the right mental attitude prevails, and manifests itself in active local participation and co-operation, community improvements will likely be continuous and thorough.

The recommendations considered essential for improving the neighbourhood have been divided into their broad, sometimes overlapping, categories, depending on the manner in which the recommendation is expected to be implemented. These categories are public action, institutional action, and private action. Accordingly, the recommendations have been grouped first according to phase, and then according to participant.

PUBLIC ACTION

PHASE I RECOMMENDATIONS

1. Public Expropriation

The expropriation of $35\frac{1}{4}$ acres of land forms the basis for undertaking the following fundamental improvements (Maps 22 and 23):

- (1) Replacement of substandard housing with good housing;
- (2) Improvement of the circulation system in the neighbourhood through street widening, closing, and realignment;
- (3) Removal of undesirable, detrimental, and incompatible activities from the residential neighbourhood;
- (4) Improvement of unsatisfactory community facilities;
- (5) Introduction of essential community facilities;
- (6) Improvement of the arrangement or organization of major functions in the community.

2. Street Reclassification

A well organized circulation system provides an essential framework for encouraging and directing the proper development of a community. In the case of Lower Town East, this involves a clarification of the function of several streets in the neighbourhood, and the reclassification of others (Map 20):

- (1) St. Patrick Street, from major collector to arterial;

- (2) York Street, from local street to collector;
- (3) Charlotte Street, from local street to collector;
- (4) St. Andrew Street, from local street to collector;
- (5) Notre Dame Street, from local street to collector;
- (6) Rideau Street, from secondary arterial to arterial;
- (7) King Edward Avenue, from primary arterial to arterial.

3. Street Closing

Because of the reorganization of major land uses and improvements in the circulation system, several streets in the neighbourhood must be closed. In total, the following closings will free 4.6 acres of land for re-use (Map 22):

- (1) Clarence Street, between Friel and Chapel Streets;
- (2) Clarence Street, between Nelson and Friel Streets;
- (3) Murray Street, between Friel and Chapel Streets;
- (4) Augusta Street, between Heney and Clarence Streets;
- (5) Augusta Street, between Clarence and Myrand Streets;
- (6) Papineau Street, between Augusta and Cobourg Streets;
- (7) Wurtemberg Street, for 100 feet immediately south of St. Patrick Street;
- (8) McGee Street, between St. Patrick and St. Andrew Streets;
- (9) Friel Street, between St. Patrick and St. Andrew Streets;
- (10) St. Joseph Street, between St. Patrick and St. Andrew Streets;
- (11) Pinard Street, that portion west of the new Porter's Island Bridge, between St. Patrick Street and the Rideau River;
- (12) The approach to the old Porter's Island Bridge, between St. Patrick Street and the Rideau River.

4. Street Widening

Two streets require enlarged rights-of-way to meet the standards resulting from the street reclassification (Map 26):

- (1) St. Patrick Street should be widened from the present 66' to 86', with this additional 20' to be obtained from the north side of St. Patrick between King Edward Avenue and Wurtemberg Street;
- (2) Notre Dame Street should be widened from the present 34' to 66', with this additional 32' to be obtained from the west side of Notre Dame between St. Patrick and St. Andrew Streets.

5. Street Reconstruction

Major street improvements are required on most streets in the neighbourhood. However, this reconstruction should coincide with other forms of public and private improvements intended throughout the neighbourhood, and should take into particular account shifts in traffic loads resulting from street closings (Map 26):

- (1) St. Patrick Street: the pavement should be widened to 50 feet entirely along the north side of the existing satisfactory pavement, from Wurtemberg Street to King Edward Avenue;
- (2) Chapel Street: the pavement should be reconstructed to a width of 36 feet, from Rideau Street to St. Patrick Street;
- (3) Notre Dame Street: the pavement should be reconstructed to a width of 36 feet;
- (4) St. Andrew Street: the pavement should be reconstructed to a width of 36 feet, from Notre Dame Street to King Edward Avenue;
- (5) Charlotte Street: the pavement should be reconstructed to a width of 36 feet, from Tormey Street to St. Patrick Street;
- (6) York Street: the pavement should be reconstructed to a width of 36 feet, from King Edward Avenue to Wurtemberg Street;
- (7) Cobourg Street: the pavement should be widened to 28 feet and overlayed, from St. Patrick Street to Rideau Street;
- (8) Bruyere Street: the pavement should be reconstructed to a width of 28 feet, from St. Joseph Street to Rose Street;
- (9) Rose Street: the pavement should be reconstructed to a width of 28 feet, from Bruyere Street to St. Andrew Street;

- (10) St. Joseph Street: the pavement should be reconstructed to 28 feet, from Bruyere Street to St. Andrew Street;
- (11) Friel Street: the pavement should be reconstructed to 28 feet, from St. Patrick Street to Rideau Street;
- (12) Augusta Street: the pavement should be reconstructed to 28 feet, from Rideau Street to Heney Street and from Myrand Street to St. Patrick Street;
- (13) Wurtemberg Street: the pavement should be reconstructed to 28 feet, from Rideau Street to 100 feet south of St. Patrick Street;
- (14) Rockwood Street: the pavement should be reconstructed to a width of 28 feet;
- (15) Tormey Street: the pavement should be reconstructed to a width of 28 feet;
- (16) Clarence Street: the pavement should be reconstructed to a width of 28 feet, from Augusta Street to Wurtemberg Street;
- (17) Desjardins Avenue: the pavement should be reconstructed to a width of 28 feet;
- (18) Myrand Avenue: the pavement should be reconstructed to a width of 28 feet.

6. Street Realignment

Several hazardous intersections, resulting from offset streets, should be improved by re-aligning the respective streets, which now is possible with the acquisition of land through this comprehensive programme (Map 20):

- (1) York Street should be re-aligned with Anglesea Street at Chapel Street;
- (2) Heney Street should be re-aligned with Anglesea Street at Augusta Street;
- (3) Chapel Street should be re-aligned with Notre Dame Street at St. Patrick Street.

7. Street Changes

Resulting from the closing of several streets in the neighbourhood, three streets experience a basic change in character (Map 22):

- (1) Clarence Street at Augusta becomes a cul-de-sac from Cobourg Street, and accordingly, this segment of Clarence should be renamed;

- (2) Wurtemberg and Rockwood Streets become a local loop as a result of being closed at St. Patrick Street, and may have to be renamed.

8. Sidewalk Reconstruction

With very few exceptions, the sidewalks should be reconstructed along all permanent internal streets in the neighbourhood (Map 26).

9. Hydro Lines

A new main hydro cable should be put underground along St. Patrick Street between Nelson Street and the Rideau River, and then along Nelson Street between St. Patrick and Clarence Streets (Map 25).

10. Underground Wiring

Overhead hydro lines should be removed and put underground along all permanent internal streets in the neighbourhood (Map 25). Initially, the lines should be removed and put underground along all streets abutting property to be redeveloped. Subsequently, the remainder of the overhead lines in that part of the neighbourhood east of Nelson and Rose Streets should be treated in the same way, when the adjacent property owners agree to this change. In areas not being affected by redevelopment, these improvements should coincide with public and private rehabilitation action (Map 21).

11. Street Lighting

New street lights and standards should be introduced along all permanent internal streets in the neighbourhood, particularly along streets where street and utility improvements are taking place. This transformation should coincide with placement of hydro lines underground, and, in rehabilitation-conservation areas, with other forms of improvement (Map 25).

12. Water Mains

Because of land use re-organization and redevelopment, and the size and age of the utilities, many lines should be abandoned entirely, while in other cases new mains should be installed (Map 25). The new mains include the following:

- (1) Friel Street: a 24" main from St. Patrick Street to Rideau Street;
- (2) Chapel Street: an 8" main from St. Patrick Street to York Street;
- (3) York-Anglesea-Heney Streets: an 8" main from Friel Street to Wurtemberg Street;

- (4) St. Andrew Street: an 8" main from St. Joseph Street to King Edward Avenue;
- (5) Clarence Street: a 6" main from Augusta Street to Wurtemberg Street;
- (6) Tormey Street: a 6" main;
- (7) Wurtemberg Street: a 6" main for 450 feet north from Heney Street;
- (8) Bruyere Street: a 6" main for 300 feet west from St. Joseph Street.

13. Sewer Mains

The complete combined sewer system now serving the neighbourhood should be replaced with a new separate sanitary and storm sewer system (Map 26). While sewer improvements must coincide with other forms of public and private action to be undertaken throughout the neighbourhood, the general sequence suggested in a recent sewerage report prepared by Laughlin, Wyllie and Ufnal would complement other proposals for Lower Town East. In particular, construction within the neighbourhood should be undertaken in three main stages:

- First Stage: essentially the area north of York Street and west of Augusta Street;
- Second Stage: the area east of Augusta Street and north of Rideau Street;
- Third Stage: the remainder of the neighbourhood, or specifically the area west of Augusta Street and south of York Street.

It is anticipated that, because of fundamental changes in the organization of the neighbourhood, some changes will be necessary in the actual sewer system proposed in the sewerage report.

14. Telephone Lines

All telephone lines in the neighbourhood should be underground. The lines along streets abutting redeveloped property should be put underground first, and the remaining lines should be put underground when agreed to by the abutting property owners. This should be timed to coincide with the staging of other forms of neighbourhood improvements.

15. Public Housing

It is recommended that 580 dwelling units be constructed on 12 acres within the project area, with the possibility of enlarging the project, if the need arises, to 640 units on 14 acres (Maps 24 and 27). In addition, it is recommended that 46 dwell-

ing units be publicly rehabilitated and used for public housing. It is also noted that MacDonald Manor, a senior citizen apartment, will be twinned in the near future, providing 122 units. Accordingly, from 626 to 686 public housing units, as well as 122 senior citizen dwelling units, are to be introduced into the neighbourhood to accommodate, initially, the local residents affected by the neighbourhood improvement programme, and then those who require housing assistance.

This quantity of dwelling units should accommodate the displaced population. However, the size and nature of the units should be determined by the characteristics of the families to be displaced, although slight modifications may be necessary due to the characteristics of the people likely to require public housing accommodation on a more permanent basis. Thus, while all residents displaced by public renewal action must be provided safe, sanitary accommodation at rents they can afford, for the first year after displacement, the population with a total family income of under \$5,000 per year determines the long-term demand for public housing.

TABLE 49

PUBLIC HOUSING RECOMMENDED

(percent of units)

	Percent	Number
Senior Citizen (bachelor and 1 bedroom)	17	122
Apartment Units (bachelor to three bedrooms)	60	420
Garden Homes (four and five bedrooms)	<u>23</u>	<u>160</u>
	100	702

Source: City of Ottawa, Planning Branch, Development Plan.

The public housing illustrated in the development plan has been designed to fit into the existing community in a number of ways:

- (1) Much of it is similar in type and density to the housing being displaced;
- (2) Public housing units are intermixed with private housing;
- (3) Public housing is diverse in nature: some units are in the form of Garden Homes enclosing landscaped courtyards; some units take the form of Town Houses with separate front and rear yards; some units are in small four storey apartment buildings; and some are in six to eight storey apartment buildings;

- (4) The public housing complexes have been located to complement and take advantage of local community facilities, such as public and separate schools, playgrounds, shopping areas, and parish church;
- (5) The deficiency in play space and landscaped areas in some parts of the neighbourhood has been partially alleviated through the introduction of these facilities as part of the housing complexes (Sketch);
- (6) The continuity, safety, and utility of the existing local pedestrian system has been improved through the site layout of the housing complexes (Map 28).

16. Senior Citizens' Housing

One out of every five family heads in the area being redeveloped is over sixty-five years of age (Maps 24 and 27). A fair number of these are heads of either one or two member families and, therefore, qualify to live in senior citizen housing. However, when income is considered, most of them also qualify to live in public housing on a long term basis. Certainly, not all the senior citizens in the neighbourhood will want to live in senior citizens' housing, even if it were within the neighbourhood, nor is it likely that all of them will want to live in public housing. Nevertheless, in order to provide a wide range of accommodation for older people who will be displaced, it is recommended that MacDonald Manor, an existing senior citizens' apartment building of 122 units, be doubled in size on its present site. Furthermore, to complement this proposed public senior citizens' apartment building and other existing or proposed private accommodation for senior citizens in the neighbourhood, it is recommended that senior citizens be accommodated within the public housing. It is felt that such a measure would serve to diversify the housing opportunity and social structure of the community.

17. Land Sale

Due to the closing of certain streets in the neighbourhood, it is recommended that a number of adjacent property owners be given an opportunity to acquire additional land (Map 24):

- (1) Good Shepherd Convent: With the physical closing of St. Andrew Street east of Notre Dame, although the street was legally closed by City Council in 1951, it is recommended that one-third of the right-of-way be made available to the convent for a driveway and landscaping;
- (2) Patro St. Vincent de Paul Association: The southern third of the St. Andrew right-of-way should be added to the Patro site;
- (3) Pedestrian Walkway: The remaining third of St. Andrew should be developed as a landscaped pedestrian walkway to unite the Rideau River Trail with

the community focus, particularly the arena and pool;

- (4) Local Public Park: It is recommended that a site of approximately one-third acres, or a 125' x 125' site within the major public housing complex, be developed as a local play park;
- (5) Laurier Manor: With the closing of Clarence Street between Nelson and Friel, one-half the street right-of-way width in front of the building should be sold to this institution for landscaping purposes.
- (6) Anglesea Square: The western half of the right-of-way obtained by the closing of Augusta between Myrand and Heney, or approximately one-quarter acre, should form part of Anglesea Square;
- (7) Wurtemberg Street: The termination of Wurtemberg for 100 feet south of St. Patrick creates a small park which should be landscaped.

The development plan envisages the private ownership and redevelopment of several parcels to be expropriated and reorganized in the renewal scheme (Map 24). These parcels should be sold by tender to private individuals or organizations on the condition that they be developed in a specific manner and according to specific design and construction standards. With respect to the latter aspect, the Ottawa Building Appearance Committee should be called upon to provide advice on site planning and architectural design in the awarding of tenders. The sites to be sold for private development include the following:

- (1) Private Apartment Site: a 1.5 acre parcel north of St. Patrick Street and west of Pinard Street;
- (2) Private Apartment Site: a 1.2 acre parcel north of St. Patrick Street and east of Pinard Street;
- (3) Private Apartment Site: a 1.2 acre parcel south of St. Patrick Street, between Nelson and Friel Streets;
- (4) Local Shopping Site: a 0.6 acre parcel south of St. Patrick Street, between Augusta and Cobourg Streets. Part of this land could be sold to a local service station now located at the southeastern corner of Augusta and St. Patrick Street in order that a parcel adequate in size for proper service station development is created.
- (5) Small Shopping Centre: a 2.2 acre parcel at the southwest corner of St. Patrick and Chapel Streets, including part of Murray Street, could be sold or leased to private developers or local businessmen for development as a local shopping centre. This could take the form of a co-operative, a one owner shopping centre, or individually owned private parcels designed to

fit together. On the other hand, in order to ensure the proper design and construction of the site, particularly in relation to the public housing complex to the south and the remainder of the community focus, it may be preferable to lease the land for 99 years. Moreover, this would then enable the City to actively undertake the design and development of the internal pedestrian plaza, which should be part of this shopping centre.

- (6) Local Shopping Site: A one acre site north of St. Patrick and east of Notre Dame could be sold, or leased, but preferably should be developed by the City and then rented, thereby ensuring a satisfactory standard of design, construction, and maintenance to complement the complex of buildings in this area. If the property were to be sold, it could be developed as a co-operative project, or as attached unit stores.

Perhaps the most important elements in the proposals for Lower Town East must be developed by various institutions or quasi-public agencies. While the land should be sold or leased to these agencies, very definite controls for the development of these sites must be included in the sales agreement to ensure that the basic principles incorporated in the development plan are adhered to. Accordingly, in addition to all plans being reviewed by the City Building Appearance Committee, specific terms of reference or conditions should be attached to each property. The properties involved include the following:

- (1) Arena and Indoor Swimming Pool: A 2.3 acre site at the southwest corner of St. Andrew and Notre Dame should be developed as an indoor arena and covered swimming pool. In particular, and in conjunction with development to the south, the treatment of these facilities must be compatible with the creation of a well landscaped pedestrian park and walkway.
- (2) Vocational School: A 6.5 acre site north of St. Patrick and west of Notre Dame should be sold or leased to the Ottawa Collegiate Board for the construction of a vocational school, gymnasium, auditorium, and playing fields. The creation of a strong visual and functional community focus makes it essential that these school buildings be located in this southeastern corner of the site, and be properly related to the surrounding development. With regard to the role of this site as an integral part of the community center, the building layout should respect the spatial and visual importance of this street intersection in the way the building elements are related to the street and to the other buildings across the intersection. Moreover, it would be desirable if the building complex could include an intimate internal plaza or open space having reasonable pedestrian access from the south and east, and from the arena-swimming pool area to the north. It would also be appropriate to have an element in the design terminate the vista from the south along Chapel Street. Additionally, this complex and the arena-swimming pool complex to the north should allow for good access between them to the adjacent playing fields on the west.

- (3) Library, Health and Welfare Building: A one acre site at the northeast corner of St. Patrick and Notre Dame Streets should be sold or leased to the Ottawa Public Library Board for construction of a branch library. It is suggested that additional office space be provided in the library building for rental to private interests and such agencies as the Health Department and the Welfare Department.
- (4) Park: A half acre site north of St. Patrick Street and east of the old Porter's Island Bridge should be developed as a landscaped passive park.
- (5) Public Housing and Rental-Purchase Option: Nine sites, with a combined area of approximately 12 acres, should be sold to the Ontario Housing Corporation for development of public housing units. The creation of a variety of housing units in a landscaped, pedestrian oriented setting is a vital part of the concept in the neighbourhood improvement programme.
- (6) St. Anne's Community Hall: A quarter acre site at the southeast corner of St. Patrick and Chapel Streets should be sold to the St. Anne's Parish, or some associated organization, when the land is required for the construction of a community hall. If this work is not to be undertaken, then the site should be developed by the City as a landscaped plaza, which might include such elements as a fountain, statues, benches, and distinctive pavement.
- (7) Separate School: A three acre site, located between the Jewish Community Centre and the present separate schools, should be sold to the Separate School Board to alleviate an existing land deficiency and for future school expansion purposes.

18. Rental - Purchase Option

As a result of the declared interest by some owners and tenants to remain or become homeowners in the neighbourhood, it is recommended that provisions be made to accommodate these families in the programme. In particular, while some homes in the rehabilitation-conservation area will become available for purchase as part of the normal real estate market, it is suggested that some of the dwelling units constructed by the Ontario Housing Corporation as part of the public housing stock be available for these families to purchase. Specifically, a rental-purchase agreement eventually would enable "tenants" in public housing to acquire complete ownership of the property. However, it is considered advisable that these "transitional" dwelling units take the form of attached town house units, and not single family detached units. Specifically, it is recommended that the public housing site on the east side of Cobourg Street be considered for such a project.

19. Agreements for Use of Common Facilities

Due to the functional, physical, and social interdependence of several activities

in the district portion of the community focus, and due to the general deficiency in community facilities in the area, it is recommended that a formal agreement be entered into by the Collegiate Board, the City, and the Patro St. Vincent de Paul Association, whereby these activities will complement each other in serving the public. In the interest of eliminating the need for duplication, the land and facilities controlled by these activities should be made available for use by the whole neighbourhood population on a reasonable and reliable basis.

20. Land Re-organization

Due to the proposed rearrangement of facilities and building locations, and an addition of land resulting from a street closing, the property owned by the Patro St. Vincent de Paul Association should be re-organized to extend as far south as St. Patrick Street and to have its buildings form part of the complex at the northeast corner of St. Patrick and Notre Dame Streets (Map 22). Excluding the additional land from the street closing, the Patro site would be the same size as before re-organization. While there is a definite need for more land, it is suggested that this deficiency can be alleviated through formal arrangements with the Collegiate Board and the Recreation and Parks Department for use of their adjacent facilities. However, the actual design and development of the Patro site will have a significant influence on adjacent development, particularly the community focus and the apartment sites to the east. Accordingly, it is essential that the Patro development be integrated, particularly, with the library and commercial buildings, since it would be desirable to create an internal plaza within this building complex.

21. Rideau River Trail

It is recommended that, in keeping with the Official Plan, a pedestrian walkway system within a landscaped setting be developed to take advantage of the view over the Rideau River, to provide an opportunity to clean-up and beautify a somewhat blighted river bank, to unite several recreational, institutional, and residential areas, to add to the passive park area in this part of the neighbourhood, and to complement the broader Rideau River Trail Pedestrian System (Maps 27 and 28). In particular, establishment of a specific right-of-way is recommended, varying in width from 20 feet to 100 feet, from Cathcart Street, along the river bank, behind the Good Shepherd Convent, beneath the St. Patrick Street Bridge, along Wurtemberg Street to Heney Street, and diagonally across MacDonald Park to Charlotte and Tormey Streets, and southward along Charlotte Street. A trail completely around Porter's Island should also be included. Essentially, this pedestrian walkway would be a trail in a landscaped setting with intermittent widening as the trail approaches local parks and playgrounds, each with its own special character. For instance, the park north of Bruyere could be essentially passive and informal, the Patro area would be an active, intensive recreation area, the park near the St. Patrick Street Bridge should be a formal, rather urban park, and Porter's Island should include informal observation points. The walking trail itself could vary from asphalt to gravel to pavement, depending on its location, and park benches should be located at strategic vantage points along the trail

to permit relaxation, contemplation, or enjoyment of the view. Because Porter's Island would be visually prominent from the southern shore of the Rideau River, it is suggested that the island be appropriately landscaped. A stairway leading up from the Rideau River Trail to the eastern side of the new Porter's Island Bridge should be constructed to add to the continuity and utility of the pedestrian system.

22. Pedestrian Bridge

According to the park standards established for Ottawa, this part of the City and particularly this neighbourhood is drastically deficient in district park land. To alleviate this situation and to complete the pedestrian circulation system, it is recommended that a pedestrian bridge be constructed to unite the northern end of Porter's Island to New Edinburgh District Park (Maps 24 and 27). This park, including a large outdoor swimming pool, would then be readily accessible to the Lower Town East population. It would also serve to unite all the district recreation facilities in this area into a stronger district park complex composed of the vocation school playing fields and gymnasium, the indoor arena and swimming pool, the Patro recreation facilities, and the New Edinburgh Park facilities. The bridge should be designed to carry motor vehicles, but would normally be limited to pedestrians and maintenance and emergency vehicles.

23. Local Parks

It is recommended that three new local parks be developed in the neighbourhood, and that the three existing parks be improved (Maps 24 and 27). In particular, the following is recommended:

- (1) Develop a half acre, landscaped park at the apex of the Rideau River and St. Patrick Street. This park, forming a link in the Rideau River Trail, is intended to open up the view from Rideau Street to Porter's Island Lodge, and to provide an attractive observation point overlooking the Rideau River and Porter's Island.
- (2) Develop a small, passive, landscaped area, approximately one-sixth acre in size, at the northern end of Wurtemberg, immediately south of St. Patrick Street.
- (3) Develop a one-third acre play park within the public housing complex north of York Street between Chapel and Friel Streets. This park would include facilities catering primarily to pre-school age children.
- (4) Introduce additional recreation facilities into existing parks, particularly facilities for pre-school and school age children.

24. Street Landscaping

While tree planting is required primarily along St. Patrick, Notre Dame, Chapel, St. Andrew and York Streets, selective treatment should also be given to other streets in the neighbourhood. Such landscaping should be compatible and complementary to other improvements taking place along these streets, particularly in rehabilitation-conservation areas.

25. Good Shepherd Convent Wall

There has been some indication that the "convent" which is more accurately a high school and residence, should be integrated more effectively into the neighbourhood. To achieve this, at least visually, the 8 foot high stone wall around the Good Shepherd Convent will require special attention, particularly as it affects the development of the surrounding land. To those familiar with the area's history, the wall tends to convey the impression of a penal institution, but it could be utilized to distinguish and enhance the general character of the area. Accordingly, it is suggested that, in some locations, the wall be retained to provide character and privacy, while in others, particularly along St. Joseph Street, the wall could be treated to provide a degree of privacy, while not obstructing the view from the adjacent properties. The land contained by the wall is attractively landscaped and could enhance the surrounding area if it could be seen. At present, however, it is somewhat forbidding and drab.

26. Pedestrian Circulation System

Essentially, the whole neighbourhood is envisaged as a pedestrian oriented community, particularly with regard to functional relationships and internal movement. Accordingly, the development plan emphasizes the creation of relatively large land areas served by relatively few streets. Moreover, each area or complex of buildings is, or should be, designed to emphasize and facilitate the functional and visual integration of the pedestrian system. As a result, the circulation system converges on the community focus from all directions, leading movement through parks, playgrounds, and pedestrian plazas (Maps 27 and 28). However, the system isn't entirely introverted. At its extremities, it complements the broader system articulated as the Rideau River Trail (Maps 20 and 28).

27. Off-Street Parking Lots

Consistent with the pedestrian orientation of the community, but realistic with regard to the prevalent pattern of automobile ownership, it is recommended that off-street parking be located in relatively small clusters and in a complementary but subordinate fashion around the activities to be served. More specifically, it is suggested that parking lots be at the edge of sites, thereby retaining the interior of the site exclusively for pedestrians (Map 27). This principle is intended to apply in all cases, including residential, institutional, and commercial complexes, and the community focus.

28. Pedestrian Overpass

While the activities located north of St. Patrick Street are essentially district facilities in scope, they do perform an indispensable role in serving the local neighbourhood population. Accordingly, it is anticipated that there will be pedestrian movement across St. Patrick Street. To ensure safe movement of pedestrians, it is recommended that a pedestrian overpass be constructed, when necessary, to unite the inner area of the local shopping centre south of St. Patrick with the inner area of the Vocational School (Map 27). It is suggested, though, that this overpass be a truss form of construction, strong but light in weight and appearance, perhaps covered with an opaque, coloured shell. Visually and functionally, the location of this facility is very important, since it could either help to unite the community focus, or hinder its optimum development. For this reason, it is suggested that the overpass be placed towards the western edge of the focus development, thereby aiding the enclosure of the space but not detracting from the main structures in the plaza, such as St. Anne's Church and Hall.

29. Public Rehabilitation

It is recommended that the Ontario Housing Corporation or the City undertake the rehabilitation of forty-six dwelling units in twenty buildings located between St. Patrick and York, Nelson and Friel. There are a number of reasons for the expropriation, improvement, and use of these buildings:

- (1) most of the buildings require considerable repair;
- (2) the property is in rather small, isolated parcels, which may prove unattractive to private developers, particularly due to the proximity of the impending freeway;
- (3) the most satisfactory development of this area necessitates the consolidation of all this land;
- (4) the buildings would be ideal to illustrate to all local residents, proper and economically sound methods to improve or rehabilitate homes;
- (5) the dwelling units, once rehabilitated, would add to the public housing stock in the neighbourhood;
- (6) the land would be available, if needed at some future date, for both public and private housing development.

30. Neighbourhood Rehabilitation Programme

In order to encourage or ensure the complete improvement of the neighbourhood, it is recommended that the City prepare and actively undertake a comprehensive pro-

gramme to rehabilitate and conserve the remaining buildings in the neighbourhood. The following sets out the framework for undertaking such a programme within a broader neighbourhood improvement programme.

- (1) Neighbourhood Development Plan: The neighbourhood development plan provides a guide to the preparation of a more detailed plan of the physical development or improvement of specific segments of the neighbourhood by indicating the relationships of all major activities and facilities, structures and spaces in the neighbourhood. This generalized master design may later be modified by more detailed design considerations necessitated by specific problems at the local level. The steps leading to the solution of these local problems include the following:
 - (a) Public Meeting: Public meetings should be held to demonstrate the work accomplished to date, to illustrate and to explain the Neighbourhood Development Plan, and to adopt the Plan as a development policy for the neighbourhood.
 - (b) Public Works: Illustrations of municipal government interest and confidence in the neighbourhood can influence an area's development. Strategic public investment, undertaken early in a neighbourhood improvement programme, could illustrate municipal participation in the improvement of the area in a very obvious, practical, and positive manner.
 - (c) Project Areas: An important aspect of the development plan will be the determination of the various individual improvement projects throughout the neighbourhood. While a redevelopment project could be almost any size, the area included in a rehabilitation project will depend upon the type of action required but, to be manageable, should involve relatively few properties. The optimum size for a project, involving relatively major improvements to buildings, would range from ten to twenty properties, but if little change, investment, or assistance is indicated for the area, the project could include a considerably greater number of properties.
 - (d) Project Committee: Since most rehabilitation must be undertaken by the local property owners, the establishment of a local project committee is vital to the successful improvement of the area. A project committee should include every property owner in a project area, as well as local community leaders with an obvious interest in the area and its population. The purpose of these local committees is to assist in the preparation, promotion, and implementation of a programme for the local area. The residents, as members of the local organization, would become aware of the objectives and benefits of the local project, which probably would help in maintaining an interest in the neighbourhood improvement programme. Each local committee would have a chairman to help co-ordinate work

undertaken within a project area, as well as to assist in the integration of the local project plan into the broader plan for the whole neighbourhood. In complex programmes, involving a large public investment and significant change, it may be preferable to have a municipal employee act in close liaison with the local chairman.

- (2) **Project Plans:** In consultation with the local committee, and within the framework established by the general Neighbourhood Development Plan, detailed working plans and programmes should be prepared to improve each local area. These working plans would indicate in detail the specific work proposed for that block or street. Project plans could include, among other things, site plans, façade and building designs, cross sections, perspectives, and cost estimates. In addition, the project programme should clearly allocate responsibilities for all aspects of construction and financing, and indicate detailed staging.
- (3) **Implementation:** Elements of a rehabilitation plan will be implemented periodically throughout the life of the programme. While the specifics will vary significantly from project to project, the prime responsibility for implementing a rehabilitation programme must rest with the co-ordinator and his permanent staff. Most plans will be implemented partly by enforcing land use, occupancy, and minimum housing standards; partly by encouraging private improvements through public improvement undertakings involving streets, sidewalks, landscaping, and community facilities; but, primarily through private action and investment, generally involving the condition and appearance of an individual's house and yard. However, many services, which are essential for a successful rehabilitation programme, should be available free, or at cost, to all residents in a project area. While some may be contributed voluntarily by local organizations, many must be provided by municipal or renewal personnel. Typical services include the following:
 - (a) **Design:** Illustrate design possibilities; and indicate, in practical and specific terms, methods to rehabilitate a building, including construction techniques, costs, and materials. To be effective, this may involve inspecting every building in the area, and then discussing the necessary and desirable improvements with the owner, as well as explaining how to make and pay for the improvements.
 - (b) **Demonstration:** Illustrate home improvements through the use of public, display homes located in the neighbourhood and available for observation by local citizens. These demonstration homes should be obviously substandard buildings, which had been publicly expropriated and rehabilitated to illustrate reasonable and practical methods of home improvement.

- (c) Neighbourhood Committee: This committee could foster rehabilitation by doing the following: advertise home improvements; offer awards for the best home or yard improvement; distribute information to acquaint residents with regulations, improvement possibilities, and various types of assistance; undertake clean-up campaigns to remove back yard accessory buildings and provide off-street parking; establish pressure groups to encourage local participation, and government and business assistance; and generally stimulate interest in rehabilitation projects.

31. Neighbourhood Improvement Office

In order to educate and gain the confidence and support of local residents, it is essential to establish, early in a programme, a local, centrally located, properly staffed, on-site office to supervise the neighbourhood improvement programme. The choice of staff for this on-site office is critical, not only with regard to language, ethnic background, and technical qualification, but also with regard to personality. While it is essential that at least some of the administrative staff be of French ethnic origin and able to converse in French, it is also important that they know the basic reasons for the proposals and designs, and have a practical knowledge of construction techniques and financial assistance. The permanent and part time staff should include a broad range of technical and professional backgrounds: public relations officer, housing standards inspector, architect, welfare worker, public health nurse, and construction expert.

32. Zoning By-Law

It is recommended that a number of changes be made to the existing zoning by-law to ensure the proper development of Lower Town East:

- (1) Public Zone (P): extended to include the Vocational School, the enlarged separate school, the re-organized Patro, the Rideau River Trail, the enlarged Anglesea Square, and the two new parks in the neighbourhood.
- (2) Commercial (C1): reduced and re-organized to include only the small shopping centre, the commercial building north of St. Patrick and east of Notre Dame, the shopping strip between St. Anne's Church and Cobourg Street, and essentially the same zoning as now prevails along Rideau Street.
- (3) Residential (R7 2.5): enlarged to include the new apartment sites along St. Patrick Street.
- (4) Residential (R7 2.0): enlarged to include the new public housing sites between Nelson and Cobourg Streets.

33. By-law Enforcement

While it is hoped that municipal government encouragement and assistance will obtain the desired results with regard to the rehabilitation of the remainder of the neighbourhood, it may be necessary to stringently enforce various City by-laws to ensure the complete improvement of the area. In particular, it is suggested that, in conjunction with the introduction of public and private improvements, the on-site officer should utilize such controls as existing zoning, minimum standards, occupancy, sign, noise and parking by-laws in arranging for such improvements.

34. Building Appearance Approval

In order to ensure that all buildings constructed in the neighbourhood complement each other in terms of design, it is recommended that the architectural designs for all buildings in the redevelopment area must satisfy the Ottawa Building Appearance Committee.

INSTITUTIONAL ACTION

PHASE I RECOMMENDATIONS

1. Arena and Swimming Pool

It is recommended that a combined arena and indoor swimming pool be located on a 2.3 acre site at the southwest corner of Notre Dame and St. Andrew Streets (Maps 24 and 27). The building complex should be designed according to the principles outlined under Public Action - Land Sales.

2. Vocational School

It is recommended that a six and one-half acre site, generally bounded by St. Patrick, Notre Dame, Rose and St. Andrew Streets, be developed as a vocational training school with its complementary facilities, including a gymnasium, auditorium, classrooms, and playing fields (Maps 24 and 27). The building complex should be designed according to the principles outlined under Public Action - Land Sales.

3. Library - Health - Welfare Complex

It is recommended that a library building be constructed at the northeast corner of St. Patrick and Notre Dame Streets (Maps 24 and 27). The building could occupy a one acre site at this location, but it should be properly related to the Patro and adjacent shops to create an internal pedestrian mall or piazza (Sketch).

4. Separate School

It is recommended that a three acre site between the present separate school

buildings on Anglesea Street and the Jewish Community Centre be used for the site of a new school, to replace Brébeuf School, and a new school yard (Maps 24 and 27). It is suggested that the school buildings be oriented towards Anglesea Square.

5. Patro St. Vincent de Paul Association

It is recommended that new buildings to house the Patro be located on the re-organized four acre Patro site, near St. Patrick Street, and preferably related to the adjacent library and shops to create an internal landscaped pedestrian space (Maps 24 and 27). Parking accommodation should be developed for the Patro to the east of the building complex, with access from St. Patrick Street. A landscaped buffer strip should be located between the Patro parking lot and a private apartment complex to the east.

6. Community Hall

It is suggested that a Roman Catholic Service Club or organization, agreeable to the St. Anne's Parish, be approached and encouraged to reconstruct St. Anne's Hall (Maps 24 and 27). In general, it is suggested that the present hall be replaced with a new, attractive, and functional community hall. More specifically, this hall should be reoriented at right angles to the St. Anne's Church, and should be set back from St. Patrick Street to create a simple plaza, which would provide a marvellous opportunity to see and fully appreciate the simplicity and attractiveness of St. Anne's Church. The view to the north from this plaza would be terminated by the historic chapel tower of the Good Shepherd Convent, and it is further suggested that the hall should be designed to terminate the vista from the opposite direction. To add vitality to the community focus, and to obtain the maximum use of land and buildings, it is also suggested that shops be located at ground level in the community hall facing the plaza. This would also serve to supplement the revenue earned by the hall.

7. Good Shepherd Convent

While the Convent is located at the edge of the community focus, it does play a fairly important role in complementing the complex. While no basic improvements are necessary, some minor modifications, such as landscaping in front of the convent, would be desirable. In particular, it is suggested that, with the proposed relocation of the Patro buildings, the wall in front of the Convent be removed, and the enclosed space developed as a landscaped courtyard.

PRIVATE ACTION

PHASE I RECOMMENDATIONS

1. Local Shopping Plaza

It is recommended that the four and one-half acre site, south of St. Patrick between Friel and Chapel, be developed as a small shopping centre (Maps 24 and 27).

More specifically, this building complex, which should be located at the eastern half of this site, could include a number of related buildings grouped around a small, landscaped, pedestrian mall, with shops opening onto the surrounding streets as well as into the enclosed inner mall (Sketch). Off-street parking should be provided immediately to the west of the shopping complex.

It is important that this shopping centre and its exterior spaces be designed to stimulate activity and interest. Moreover, the design should respect the spatial and visual importance of the site as part of the community centre in the way its elements are related to the other buildings across the intersection. While this shopping centre is expected to accommodate most of the shops required to serve the neighbourhood, it will be supplemented by some shops on the north side of St. Patrick and by others east of St. Anne's Church.

2. Small Shopping Area

It is recommended that a one acre site at the northeast corner of St. Patrick and Notre Dame be developed commercially (Maps 24 and 27). This structure forms part of the library and Patro building complex, which, in turn, helps to create the community focus (Sketch). It is expected that this building will be composed of shops and offices which are accessible from either an internal pedestrian plaza or St. Patrick Street. Visually and functionally, the design of this site reflects these disciplines.

3. Commercial Strip

The businesses not wishing to locate in a "planned" shopping area could be accommodated in the 520 feet of commercial street frontage east of St. Anne's Church (Maps 24 and 27). While some of this frontage is now occupied by businesses or residences, three-quarters of an acre should be expropriated and sold for private commercial development. To allow greater diversity in the development of the community focus, no specific recommendations are being made for this area.

4. Private Apartment Buildings

It is recommended that three sites, amounting to four acres of strategic residential land, be developed with private multiple family apartment buildings (Maps 24 and 27). It is expected that approximately 500 people, including relatively few children, will be accommodated in these high rise apartment blocks. The apartment sites north of St. Patrick will be particularly attractive as a result of the size of the sites, the adjacent park development, the pedestrian walkway system, the proximity of the community centre, and the view over the Rideau River.

5. Private Home Improvement

A very important aspect in the neighbourhood improvement programme involves the improvements undertaken by home owners in that portion of the neighbourhood not being

redeveloped. In order to obtain the maximum results with a minimum expenditure, it will be necessary to co-ordinate all action by local residents and the public in a particular block. This co-ordination should be achieved through the concentrated efforts of the on-site administration officer and the local committees in the neighbourhood.

PHASE II RECOMMENDATIONS

Phase II involves that part of Lower Town East required for the King Edward Freeway, the area to the west of this freeway, and the land located immediately east of the freeway which is indirectly affected by this major facility.

1. King Edward Freeway

Over the next fifteen or twenty years, it will be necessary to purchase or expropriate approximately twenty acres of land located within the proposed King Edward Freeway right-of-way. This right-of-way is 220 feet wide, and lies immediately west of Nelson Street, extending from Rideau Street through to the Rideau River (Maps 20 and 27). It is recommended that a gradual acquisition of right-of-way property take place in the form of purchases from land owners wishing to sell their property to the City, and, occasionally, in the form of expropriation where large scale private development is planned, which could eventually interfere with the freeway. Otherwise, it is recommended that normal private improvements, sales, or reconstruction be allowed to occur during this period. It is also recommended that, in this area, any tenants or owners displaced by the sale, expropriation, or demolition of a dwelling, should be extended public housing privileges equivalent to those given people in similar circumstances in Phase I of the programme.

Stemming from this procedure, residents should be able to maintain and improve their homes, sell their property, or even construct new buildings in the area, provided the amount of investment is not so great as to make it more reasonable or economically sound for the City to acquire it before such investments are made. For example, it probably would be reasonable for someone to construct a modest single family home, row house, or even small apartment building in the area, but it would be economically desirable, on the City's part, to prevent the construction of high rise apartment buildings in the right-of-way.

To combat blight during this period, it is also recommended that housing conditions be improved to at least the minimum acceptable standard under the housing standards code, and while this should be stringently enforced in the area, improvements should be encouraged by technical and financial assistance.

2. Municipal Office Area

While additional land should be required in the future to accommodate municipal administrative functions, the rate that the additional land will be needed is partly

dependent upon the form of government adopted for this area. To partially or completely satisfy this future need, it is recommended that four and one-third acres of land, lying east of King Edward Avenue and between Cathcart and Martineau Streets, be acquired for municipal office purposes (Maps 18 and 27). The same procedures as recommended for the King Edward Freeway is also recommended in this case. It should be recognized, however, that the land required for this purpose may be needed long before the freeway is built.

3. Residential - Office Area

It is recommended that the area contained by King Edward Avenue, the proposed King Edward Freeway, Martineau Street and Rideau Street, be re-used for residential-office building purposes. Essentially, this should be an office area with some limited residential accommodation (Maps 18 and 27). It is further recommended that this development be exclusively oriented away from the freeway and towards King Edward Avenue. For this reason, it is further recommended that, by expropriation when necessary, the area be protected from development which would not permit this orientation when the freeway is built.

4. Street Closing

Because of the proposed freeway, and to encourage the proper development of the remainder of Phase II, several streets should be closed during this phase:

- (1) Cathcart Street, between King Edward Avenue and Rose Street;
- (2) Bruyere Street, between King Edward Avenue and Rose Street;
- (3) Guigues Street, between King Edward Avenue and Rose Street;
- (4) Martineau Street, between King Edward Avenue and Rose Street;
- (5) Murray Street, between King Edward Avenue and Friel Street;
- (6) Clarence Street, between King Edward Avenue and Nelson Street;
- (7) Nelson Street, between York and St. Patrick Streets;
- (8) Rose Street, between St. Patrick and St. Andrew Streets;
- (9) Rose Street, between Cathcart and Bruyere Streets.

5. Street Widening

As a result of the anticipated traffic volumes to be funnelled from the King Edward Freeway along York Street to the Ottawa Central Area, York Street will have to be widened between the ramp off the King Edward Freeway and King Edward Avenue.

6. Public Housing

When the public housing complex east of Nelson, between Murray and York Streets, is displaced by the King Edward Freeway off-ramp, there may be a need for additional public housing. It is recommended that, if this need arises, the one acre site at the northwest corner of York and Friel, which was used during Phase I for rehabilitated public housing, be redeveloped for public housing (Map 27).

7. Land Consolidation

The closing of streets will make the consolidation of some larger sites feasible. In particular, when sufficient abutting property is acquired to make the street closing reasonable, the property owners should be permitted to acquire the street right-of-way, thereby enlarging their building sites. Specifically, the following consolidations should be encouraged:

- (1) Residential - Office Development: The western half of Murray and Clarence Streets, between King Edward Avenue and Nelson Street, could be sold to private developers (Map 27).
- (2) Apartment Development: Rose Street, between St. Andrew and Bruyere Streets; Bruyere Street between Rose and St. Joseph Streets; and the western half of St. Joseph Street, between Bruyere and St. Andrew Streets, could be sold to private developers (Map 27).
- (3) Vocational School: When the King Edward Freeway right-of-way is acquired, the vocational school grounds should be enlarged by 1.3 acres, between that site and the King Edward Freeway (Map 27).

8. Off-Street Parking Lot

To maximize the use of the land, it is suggested that the land contained by the King Edward Freeway off-ramp at York Street, be developed as a long-term parking lot for the office development located between King Edward Avenue and the King Edward Freeway. This supplementary parking space would make feasible the more intensive development of this rather shallow area, while providing parking space within five hundred feet of the office buildings. Additionally, consideration should be given to the use of Land under the freeway for parking purposes.

9. Apartment Development

The 1.1 acres of land created by closing Nelson Street, between Murray and St. Patrick Streets, and Murray Street, between Nelson and Friel Streets, combined with 0.9 acres of land occupied by houses which are proposed to be publicly rehabilitated during Phase I, should be sold to the owners of the apartment complex contained by

St. Patrick and Murray, Nelson and Friel and be developed in Phase II (Map 27). This would create a combined site of $3\frac{1}{4}$ acres of land for apartment development. It should be required that the Phase I apartment complex be designed so that it could be expanded at a later date to make the optimum use of this combined site.

10. Maintenance Buildings

The amount of public investment in the area, particularly in property to be retained under public ownership, will involve a fairly extensive maintenance operation. Accordingly, it is suggested that a utility or maintenance building be located adjacent to the parking lot contained by the King Edward Freeway off-ramp (Map 27). This building conceivably could be built into the ramp itself to minimize cost and maximize available land.

11. Zoning

To ensure the implementation of Phase II, some additional changes are required to the zoning by-law.

- (1) Residential Office (3.0): enlarged to include the western half of the blocks between King Edward Avenue and Nelson Street, and between Martineau and Rideau Streets.
- (2) Government: to include the area between the proposed King Edward Freeway and King Edward Avenue, and between Cathcart and Martineau Streets.

IMPLEMENTATION

Administration

The implementation of the Lower Town East Neighbourhood Improvement Programme should be under the direction of the Co-Ordinator of Housing and Urban Renewal for the City of Ottawa, although other departments, such as Legal, Planning and Works, and Property, will be involved in various aspects of the operation.

Public Information

One of the first steps in the programme should be to inform all the local residents about the improvement programme. This should be accomplished by mailing a booklet, written both in English and French, which will show the properties being expropriated, indicate the proposed uses, outline the payment of moving costs, and indicate methods for reaching a compensation price. The booklet should be distributed initially to families in the redevelopment area, and subsequently, to the remainder of the residents in the neighbourhood.

Settlement Price

Obtaining control of the land necessary to implement the programme should be the next step. Two appraisals should be made for each property in the expropriation area. This will be undertaken by members of the Ottawa Chapter of the Appraisal Institute of Canada. It might be noted that to speed up the appraisals, preliminary measuring, itemizing, and photography would be undertaken by University engineering students during the summer. Based on the two appraisals, a settlement price will be established for each property. This will include approximately five percent to cover moving and legal costs. The settlement price for each property will be submitted to the Board of Control after having been approved by the Federal and Provincial representatives. Following approval of the proposed settlement price by Board of Control, a formal offer will be sent to the owner by the City Solicitor. If requested, a representative of the Property Department will meet with the property owner to explain the basis of the settlement. When no settlement can be reached, the Ontario Municipal Board will be asked to arbitrate the amount of compensation.

On-Site Office

An On-Site Office should be established in St. Anne's Community Hall immediately following approval of the project by City Council. The staff for this on-site office would consist of a Relocation Officer, an Information Officer, a Public Health Nurse, a Public Welfare Worker, and clerical staff. This office will provide a place where the residents of the neighbourhood will be able to obtain information and assistance. The specific responsibilities of the staff would include the following:

- (1) Relocation Officer: He would be responsible for determining the specific housing requirements of all tenants in the redevelopment area and for assisting them to find alternative accommodation. Moving allowances will be paid at the rate of ten dollars per furnished room, or a moving company would be engaged by the City to move the family. As houses are obtained from owners, they will be used for temporary rental accommodation, and the Relocation Officer would be responsible for setting rental rates, using the rent-to-income scale, for collecting rents, and for arranging for whatever maintenance is required.
- (2) Information Officer: He will be responsible for informing all of the residents about the programme, including the areas involved in the various forms of action, the improvements being made, and the roles of local citizens in the programme. In order to increase understanding of the project, and to gain the confidence and cooperation of the people, the officer will meet with owners and tenants of properties being expropriated on a block-by-block basis at coffee party meetings held at St. Anne's Church. He will assist owners of properties in determining what work should be carried out, explain the Central Mortgage and Housing Corpor-

ation rehabilitation mortgage loans, and arrange for architectural assistance to improve the appearance of the property.

- (3) Health Nurse and Welfare Worker: Because of the number of extremely low income families in the redevelopment area, professional counselling by a Public Health Nurse and a Welfare Worker will form an important part of the programme. They will interview families prior to their being relocated for the first time, and maintain contact with them until they have been accommodated in the new low rental housing units. It is hoped that these services will overcome the definite gap that now exists between problem families and community services. This somewhat aggressive approach to the provision of social services is intended to make early contact with all problem families, identify and evaluate their problems, and, through short-term intensive counselling, prepare them for agencies best suited to solve their problems. This should tend to demonstrate the extent that social services are required by multi-problem families, and should also stimulate a much needed expansion of such services on the part of community agencies, both public and private. In view of the many families with low incomes, it is felt that counselling should stress the need for general adult education, as well as such matters as basic literacy, family budgeting, family life education, and home management. The prominent location of St. Anne's Church and the proposed vocational school suggest that there should be a great emphasis on working with these families during the physical improvement of this neighbourhood.
- (4) Housing Standards Inspector: On the same basis applied to any other parts of the City, he will be responsible for inspecting all properties not being expropriated. The Inspector and the Information Officer will then meet with the owner to explain the rehabilitation and conservation aspects of the Improvement Programme. Moreover, a professional architect will be available to assist the owner in improving the exterior appearance of his property. If no co-operation is evident, the Housing Standards Officer will encourage the improvement by issuing a repair or demolition order under the provisions of the Housing Standards By-law.

Land Disposal

Land for the vocational school, the library, and the expansion of the Separate School should be sold at market value of vacant land, being \$2.50 per square foot. The same rate should be used for City streets to be closed or widened. Land for commercial development and private apartments should be either sold or leased by public tender with the appearance, land use, and tax revenue being factors in selecting the successful bidder. However, a straight exchange of land may be arranged for businesses being displaced by expropriation. In all cases of land disposal, elevation drawings and site plans should be approved by the City's Building Appearance Committee.

Implementation Staging

It is suggested that the development programme could be achieved in five basic stages (Map 29). This suggested or illustrative sequence for implementing the re-development project was generally guided by the following basic principles:

- (1) Take advantage of vacant land, useable land created by closing streets, land occupied by non-residential uses, and low density development;
- (2) Remove the worst housing first, or at least the highest incidence of unsatisfactory housing;
- (3) Create the most necessary community facilities first;
- (4) Create housing designed to accommodate the population displaced by redevelopment action.

This sequence is merely an illustration to show how this scheme could be developed in a realistically effective, orderly, and yet socially satisfactory manner. The basic idea in the staging programme is to construct, as the first stage, the senior citizens' home on vacant land and the arena-swimming pool on a site occupied by few homes, vacant lots, and extensive non-residential uses. The second stage involves the construction of a large number of dwelling units on what is now a lower density residential area, and taking advantage of a street closing and several major non-residential uses. The subsequent elements in this stage include the construction of the vocational school buildings and additional medium density public housing. The fourth stage involves a very broad range of action, including low, medium, and high density public housing, separate school expansion, the library, health and welfare complex, shopping complex, private apartment development, and additional land for the arena and vocational school. The fifth stage involves private apartment development, parks, pedestrian walkways, low density public housing, illustrative public rehabilitation, additional separate school land, additional vocational school land, shopping centre parking space, and a pedestrian bridge from Porter's Island to New Edinburgh Park.

Supplementing this staging programme, priority should be given to those owners wishing to have an early property settlement in order to purchase other property. Houses thus coming into early ownership by the City will be used for temporary relocation housing, thereby allowing other areas to be cleared for more low rental housing.

An important factor in the neighbourhood improvement programme will involve the introduction of new services or the improvement of older services. These must be phased to coincide with clearance operations and with rehabilitation-conservation action.

Cost Analysis

The following is a general breakdown of the costs involved in the Lower Town East Urban Renewal Project:

TABLE 50
COST ANALYSIS

<u>COSTS</u>	
Acquiring land and building	\$9,600,000.
Demolition	300,000.
Sewer construction	900,000.
Water main construction	500,000.
Road pavement and sidewalks	1,100,000.
Bridge from Porter's Island	172,000.
Underground Hydro and street lights	900,000.
Telephone relocations	22,000.
Rideau River Trail	220,000.
Tree planting	73,000.
Ornamental gardens - 4 areas	159,000.
Park improvements	66,000.
Public areas, sports fields and bleachers	240,000.
Tenant moving	22,000.
Appraisal fees	77,000.
Legal and architectural fees	20,000.
Staff and site office	165,000.
Payment to City for land from street closings	456,000.
TOTAL	\$14,992,000.
 <u>RECOVERIES FROM SALE OF LAND</u>	
Collegiate site	\$ 710,000.
Separate School expansion	327,000.
Library	110,000.
Pool/arena	272,000.
Road widening	110,000.
Ontario Housing Corporation	240,000.
Private apartments	350,000.
Commercial sites	1,000,000.
TOTAL	\$3,119,000.
 <u>SUMMARY</u>	
Gross cost of programme	\$14,992,000.
Recoveries from land sales	3,119,000.
Net cost of project	\$11,873,000.
75% Federal and Provincial grants	8,904,750.
	2,968,250.
Local Improvement charges and Ontario Department of Highways grants	93,250.
Net City cost	\$2,875,000.

Note: Preliminary estimates, March 11, 1966.

Bylaws

The following is a list of City Council resolutions and bylaws required to implement the Lower Town East Urban Renewal Project.

- (1) A by-law designating the Lower Town East Neighbourhood, that is the area bounded by Rideau Street, King Edward Avenue, and the Rideau River, as a redevelopment area pursuant to section 20 (2) of The Planning Act.
- (2) A resolution requesting the approval of the Minister of Municipal Affairs to pass a by-law designating the area as a redevelopment area pursuant to section 20 (2) of The Planning Act.
- (3) A resolution requesting the approval of the Minister of Municipal Affairs, pursuant to section 20 (3) of The Planning Act, to do the following:
 - (a) acquire land within the redevelopment area;
 - (b) hold land acquired before or after the passing of the by-law within the redevelopment area;
 - (c) clear, grade, or otherwise prepare the land for redevelopment.
- (4) A by-law expropriating the lands to be acquired and cleared.
- (5) A by-law adopting the redevelopment plan for the redevelopment area pursuant to section 20 (5) of The Planning Act.
- (6) A resolution requesting the Ontario Municipal Board to approve the redevelopment plan pursuant to section 20 (5) of The Planning Act.
- (7) A resolution requesting the approval of the Minister of Municipal Affairs, pursuant to section 20 (8) of The Planning Act, to do the following:
 - (a) construct, repair, rehabilitate, or improve buildings on land acquired or held in the redevelopment area in conformity with the redevelopment plan, and sell, lease, or otherwise dispose of any such buildings and the land appurtenant thereto;
 - (b) sell, lease, or otherwise dispose of any land acquired or held in the redevelopment area, to any person or governmental authority for use in conformity with the redevelopment plan.
- (8) A resolution requesting the Minister of Municipal Affairs to enter into an agreement providing payment to the City of Ottawa for one-quarter of the

actual cost of carrying out the redevelopment project pursuant to section 22 of The Planning Act, and requesting the approval of the Minister for the City to enter into an agreement with the Federal government pursuant to section 23 (B) of the National Housing Act.

- (9) A resolution requesting the Federal Minister responsible for the operation of Central Mortgage and Housing Corporation to enter into an agreement with the City to provide one-half of the actual cost of carrying out the urban renewal project pursuant to section 23 (B) of the National Housing Act.
- (10) A resolution stressing the importance of providing rehousing to retain the residential characteristics of this neighbourhood and requesting the Ontario Housing Corporation to purchase the lands designated for low rental housing, and to construct thereon, rent-to-income public housing units with the City contributing $7\frac{1}{2}\%$ of any operating subsidy.

PART VI
TECHNICAL APPENDIX



OFFICE OF THE MAYOR
OTTAWA
CANADA

DON B. REID
MAYOR

Chers concitoyens,

Vous savez probablement que la municipalité poursuit une série d'enquêtes afin d'obtenir une plus grande connaissance des besoins de chaque quartier de la ville d'Ottawa.

A cet égard, le Bureau d'aménagement urbain a reçu la permission d'étudier le quartier de la Basse Ville.

Afin que cette recherche soit fructueuse, il est essentiel que nous obtenions l'avis des gens, comme vous, qui y demeurent. Nous entreprendrons donc sous peu, une étude de porte en porte dans votre quartier.

Lorsqu'un employé de la ville vous visitera, je vous prie de l'aider en répondant à quelques questions au sujet de vous même et de votre milieu.

Soyez assurés que tout renseignement que vous pourriez lui communiquer sera tenu pour confidentiel. L'identification de la personne interviewée n'est pas requise et le résultat de l'enquête ne portera aucun nom de famille.

Si un besoin de rénovation urbaine est indiqué à la suite de l'enquête, vous serez immédiatement informés des décisions qui se rapportent à votre terrain ou à votre logement.

Je vous remercie d'avance de votre aide et de votre intérêt dans cette étude, grâce à laquelle nous pourrons assurer à la population un cadre de vie conforme à ses aspirations et à son bonheur.

Veuillez agréer l'expression de mes sentiments les meilleurs.

Don B. Reid,
Maire.



OFFICE OF THE MAYOR
OTTAWA
CANADA

DON B. REID
MAYOR

Dear Fellow Citizen:

As you are no doubt aware, the City is carrying out a series of studies with a view to obtaining a better understanding of all neighbourhoods in the City in order to determine their needs.

In this regard, authority has been given to the Planning Branch to undertake a study of the Lower Town area. In order that this survey may be successful, it is essential that we obtain the advice of people like yourself. We are, therefore, conducting a house-to-house study to collect this information. When a City employee calls on you in the next few days, may I ask you to assist him by answering a few questions about yourself and your place of residence.

May I assure you that all information will be kept strictly confidential. You will not be required to give your name and the entire survey will be conducted as impersonally as possible with the results making no reference to any one family.

If this survey indicates a need to renew parts of your neighbourhood, and the City decides to undertake this action, you will be immediately informed if the recommendations affect your property.

Your interest and co-operation is greatly appreciated and will, I am sure, help in our efforts to make Ottawa a better and happier place to live.

Sincerely,

A handwritten signature in cursive script, reading "Don B. Reid".

Don B. Reid,
Mayor

HOUSING STUDY
City of Ottawa

1. Resident owner 1 or tenant 2	Address _____
2. Number of storeys _____	Inspector _____
3. Units occupied _____	Date _____ Area _____
4. Units vacant _____	Code Number: block 00.0
5. Is building worth improving? yes 1 no 2	building 00 .0
6. Cost to raise property to minimum standard _____	dwelling 0000.

Building Material	GOOD COND.	DEFICIENCIES			REPAIR COST \$	NOTES
		no	minor	major		
<u>BUILDING</u>						
7. Roof	1	2	3	4	_____	
8. Chimney	1	2	3	4	_____	
9. Exterior cladding	1	2	3	4	_____	
10. Foundation	1	2	3	4	_____	
11. Structure	1	2	3	4	_____	
12. Stairs	1	2	3	4	_____	
13. Attached Accessory Bldg.	1	2	3	4	_____	
14. Detached Accessory Bldg.	1	2	3	4	_____	
15. Public water connection	yes 1			no 2	_____	
16. Public Sewer connection	yes 1			no 2	_____	
17. Central heating	yes 1			no 2	_____	
18. Dampness	no 1		yes 2		_____	
19. Rodents	no 1		yes 2		_____	
<u>DWELLING (Apt. No. _____)</u>						
20. Stairs/halls	1	2	3	4	_____	
21. Doors	1	2	3	4	_____	
22. Windows	1	2	3	4	_____	
23. Natural lighting	1	2	3	4	_____	
24. Floor level	1	2	3	4	_____	
25. Flooring	1	2	3	4	_____	
26. Wall covering	1	2	3	4	_____	
27. Ceiling covering	1	2	3	4	_____	
28. Wiring	1	2	3	4	_____	
29. Plumbing	1	2	3	4	_____	
30. Heating	1	2	3	4	_____	
31. Ventilation	1	2	3	4	_____	
32. Running hot water	yes 1			no 2	_____	
33. Kitchen sink	yes 1			no 2	_____	
34. Wash basin	yes 1			no 2	_____	
35. Bath or shower	yes 1			no 2	_____	
36. Flush toilet	yes 1			no 2	_____	
37. Insects	no 1		yes 2		_____	
38. Overcrowding	no 1		yes 2		_____	
39. Cost to raise dwelling unit to minimum standard					_____	

SOCIAL SURVEY

INSTRUCTIONS AND DEFINITIONS

PORT-A-PUNCH: A Port-A-Punch system will be used for the social survey. Special cards, which are pre-scored around each answer or punching position, will be punched by enumerators during the interviews in the field. The data on the cards will later be tabulated and correlated with an electronic data processing machine.

CONFIDENTIAL: Some residents being interviewed may hesitate answering some questions. Emphasize that all information gathered will be strictly and absolutely confidential. No information about individuals or particular families recorded in the survey will be disclosed to other municipal, provincial, or federal government agencies, or to any private person or organization. Furthermore, the intent of the survey is to provide a better understanding of all neighbourhoods in the City, and particularly the adequacy of essential neighbourhood facilities. To facilitate this understanding, general area-wide data or statistics are required. However to obtain these totals or summary data, specific information on each family in the study area is required, with each specific answer becoming merely a part of the total.

COMPLETE COVERAGE: Enumerators will be assigned specific enumeration blocks. Check the block boundaries. Only your Supervisor will deal with discrepancies involving boundaries of enumeration blocks. There must be no overlaps or incompleteness of coverage. Report any omission to your Supervisor.

If a householder tells you that he has already been enumerated, make sure that he means this Social Survey forming part of a neighbourhood study in Lower Town East. If he has been previously enumerated by another enumerator for the same survey, report the matter to your Supervisor.

Make a careful check on every possible dwelling in your area, particularly when you think a place not primarily designed as living quarters is being so used. Investigate every lane and backyard which might have dwellings facing it. Examine each structure from the outside to see whether there are any apartments in basements or at the rear or side of buildings. Frequently, what looks at first glance to be a single family house actually contains more than one dwelling. Inquire at stores, garages and restaurants to find out if anyone lives there. Do not overlook the possibility of janitors' quarters in churches, schools, commercial buildings, factories and other non-residential structures.

SURVEY: Prepare a plan for visiting all structures and dwelling units in your enumeration area. In most cases, the area is laid out in blocks. Start at the north-east corner and proceed around each block in a clock-wise direction until you return to your starting point. You must account for every structure, dwelling unit, and family in your territory. Never follow a zig-zag course.

INTERVIEW: Much of the survey's success will depend upon the manner of your approach. It may make the difference between the full co-operation of a resident and absolute refusal to assist you. Most people will react favourably if you are friendly, courteous and natural, but business-like, at all times. You should be dressed in a conservative manner.

Upon contacting a householder, introduce yourself and show your credentials. In no case show irritation or impatience, and never "talk down" to persons interviewed. If there is a reluctance to co-operate, explain that the information given is strictly confidential and will be used for statistical purposes only. In addition, a brief explanation of the purpose of the Study and the importance of obtaining the information may be helpful in dispelling the reluctance.

Be prompt in doing your job. The form of the questionnaire has been arranged to facilitate the gathering of information, but it may be necessary to ask a question more than once and in different wording than shown on the form in order to obtain a correct answer or to make the householder fully understand what you want. However, you should not loiter or waste time and UNDER NO CIRCUMSTANCES should you become involved in discussions of City policies.

Check the survey form before leaving the dwelling to see that you have not omitted any questions. If this is not possible, be sure to check before proceeding with the next interview. Doing so when your memory is fresh may obviate the necessity of making a re-interview later.

CALL-BACKS: This term refers to the additional calls after you have visited a dwelling.

When you call at a dwelling and get no response, find out from neighbours or janitor when members of the household are most likely to be there. Indicate on the card the most suitable time for the call-back. Under no circumstances, should you attempt to fill in a questionnaire without having talked to the householder. Data obtained from neighbours are unreliable and in most cases inaccurate.

LANGUAGE DIFFICULTIES: If you encounter a household in which no English is spoken, note it on the card and put this card including its address, in call-back file, and then arrange for an interpreter to visit the household.

SUMMARY:

- (a) You must not disclose to anyone, except your Supervisor, any of the information you receive in the course of your duties as enumerator.
- (b) You must not permit any unauthorized person, including members of your family, to see your completed survey forms;
- (c) You must not delegate any of your work as enumerator to another person;

- (d) You must not permit any unauthorized person to accompany you on your visit;
- (e) You must not combine with your enumeration duties any canvassing for personal gain, nor for community, church, political or other organizations;
- (f) You must not, during your duties as enumerator, discuss City policies or general politics.

PORT-A-PUNCH SURVEY CARDS: A survey card will be completed for each family, and each unattached individual not in a family, normally residing in the enumeration area.

HOUSEHOLD: A household consists of a person or a group of persons occupying one dwelling unit. It includes the household head and all his relatives living in the dwelling unit at the time of the survey. It may also include any lodgers, maids, and other persons not related to the head who live there. It may also consist of a group of unrelated persons, of two or more families sharing a dwelling unit, or of one person living alone. Each lodger, maid and other unrelated person must be interviewed personally on a separate survey form. Every person is a member of some household, and the number of households equals the number of occupied dwelling units.

DWELLING UNIT: A dwelling unit is a structurally separate set of living quarters, with a private entrance either from outside the building or from a common hall or stairway inside. The entrance must not be through another person's living quarters.

Usually it is not difficult to determine what is a separate dwelling unit, but some uncertainty may arise where a house has been converted to light housekeeping rooms or sleeping rooms, or when an occupant is subletting part of his accommodation. The situation is further complicated when the premises are occupied by several families, or several persons. Before listing all such persons as one household, it is essential first to determine whether any of the families or lodgers occupies a separate dwelling unit according to the definition given above. Each of the families or lodgers who has a separate entrance to their accommodation is enumerated as occupying a separate dwelling unit. Those who do not occupy separate dwelling units are included in the same household, and accordingly in the same dwelling unit, and must have the same block, building and dwelling unit numbers (as indicated in the CODE NUMBER).

FAMILY: A family consists of a husband and wife (with or without children who have never married), or a parent with one or more children never married, living together in the same dwelling.

ADDRESS: Print the street and house number for each card.

ENUMERATOR: Each enumerator will punch his specific number.

CODE NUMBER: Punch "block", "building", "dwelling", and family numbers, treating each family and each person not in a family as a family unit. Each "family

unit" will be enumerated on a separate survey card. Give each family unit in the household a different number, beginning with "1".

CALL-BACK: If a particularly desirable time, day, and language for the call-back is suggested, write this on the call-back card.

1. NUMBER OF MEMBERS IN THE FAMILY AT HOME: Indicate the number of people in the family being enumerated who normally reside in the dwelling unit. There must be an answer in this space for each survey form. If two unrelated people are living together, enumerate each separately on a separate form, and in each case the number "in the family" would be indicated as "1".
2. NUMBER OF CHILDREN LIVING AT HOME BY AGE: Indicate the number of unmarried children in the family being enumerated in each age category, who normally reside in the dwelling unit, regardless of whether they are wage earners or not. Age is determined by the person's last birthday.
3. AGE OF HEAD OF THE FAMILY: Indicate the age of the head of each family or each "family unit" (unattached individual) by punching the appropriate number to indicate one of the three age categories. Age is determined by the person's last birthday. There must be a head to each family or unattached individuals. This is the person chiefly responsible for the maintenance of the family. When husband and wife are living in the same household, the husband is considered to be the "head". Each person living with a family, but not related to the family, such as an unmarried lodger or maid, is considered to be a "head" of his own "family unit".
4. DISTANCE HEAD TRAVELS TO PLACE OF WORK: Punch the approximate distance the head of the family normally travels to his place of work. "Less than 1 mile" here includes all of Lower Town, Sandy Hill, and the commercial development in Eastview. "1 to 2 miles" extends as far west as Preston Street, as far east as the Eastern Queensway, as far south to include Lansdowne Park and the proposed railway station, and as far north to include all of Hull Island. "More than 2 miles" is beyond this area. The respondent must fall into one of these categories, unless unemployed, retired, or on welfare. We are interested in conditions at this particular moment.
5. TOTAL FAMILY INCOME FROM ALL SOURCES: Indicate the total income all members of the family together earn from all sources of revenue. This would include all members normally residing at home. Income means income from all sources, including money received as wages, salaries, commissions, tips, piece rate payments, unemployment insurance benefits, workmen's compensation, income from operating business, rent, interest, etc., before deductions for income tax. It is important that this includes the combined income for all members of the family living at home.

6. DO YOU RENT THIS HOUSE: Punch "yes" or "no". If they are paying off a mortgage on the dwelling, this would be classified as "no". There must be an answer to this question.
7. DOES YOUR PROPERTY PROVIDE YOU WITH AN INCOME: The respondent must fall into one of the three categories. "Operate business" would include using space for storage, office work, or repairs. "Rent out accommodation" would include renting space for living accommodation, business premises, indoor or outdoor storage, and space for signs or displays.
8. HOW DEPENDENT ARE YOU ON INCOME FROM YOUR PROPERTY: Indicate the family's relative dependence; as a general indication, "little or not at all" is less than 20% of the total family income; "partly" is from 20 to 50%; and "wholly or largely" is more than 50%.
9. HOW LONG HAS YOUR FAMILY LIVED IN THIS HOUSE: Indicate the number of years that the head (the husband) of each family has lived in this dwelling unit. "1 to 2 years" would be from one year up to, but not including, 3 years, or approximately up to 35 months. Similarly, "more than 10 years" is 11 or more years. The family must fall into one of the three categories.
10. HOW SATISFIED ARE YOU WITH YOUR HOUSE: Ask the respondent how he likes living in his house (how satisfied he is with the house); punch appropriate answer.
11. IN YOUR OPINION, WHAT IS THE CONDITION OF THIS HOUSE: Ask the respondent what kind of condition (good, fair, poor) they feel this house is in, and punch the appropriate response.
12. HOW SATISFIED ARE YOU WITH YOUR NEIGHBOURHOOD: Indicate the respondent's general feeling about or attitude towards his neighbourhood. This is intended to indicate his general, overall, or all inclusive impression of the area. "Neighbourhood" means The Lower Town East Neighbourhood, or the area bounded by King Edward Avenue, Rideau Street and the Rideau River.
13. HOW MANY OF YOUR FRIENDS AND RELATIVES LIVE IN THIS NEIGHBOURHOOD: Accepting the respondent's definition of friends and relatives, their interpretation of "a lot" and "a few", and the "neighbourhood" bounded by King Edward Avenue, Rideau Street and the Rideau River, punch the appropriate answer.
14. IS THERE ENOUGH PARK AND PLAYGROUND SPACE IN THIS NEIGHBOURHOOD: Ask the respondent if they feel that there is enough, conveniently located, developed park and playground area and facilities, located within the neighbourhood for use by the local residents. Punch either yes or no.
15. NUMBER IN FAMILY BELONGING TO OR ATTENDING: What church do you belong to? If they belong to no church or some church other than St. Anne's

Roman Catholic Church, inscribe "0" in space; if they belong to St. Anne's, indicate the number in the family belonging to this church. "9" means nine or more people.

How many of your children are attending school? Which school(s) do they attend, separate (St. Anne or Brébeuf), public (York Street), or high school? Punch the number ("0" to "9") beside the appropriate school(s).

What organizations or societies in the neighbourhood do you or members of your family belong to? For illustrative purposes, you might indicate one or two of the organizations listed. Inscribe the number of members of the family belonging to the appropriate organization.

16. IF YOU HAD TO MOVE, WOULD YOU LIKE TO: Ask the respondent, that if for some reason they were required to move out of their present dwelling, whether they would prefer to remain in the neighbourhood (area bounded by King Edward Avenue, Rideau Street, and Rideau River) or prefer to move outside of this neighbourhood. If they insist, illustrations of possible causes for having to move might include the land and buildings being sold, and the land developed for new or improved streets, schools, apartment buildings, stores, or parks. The respondent should fall into one of the two categories.
17. IF YOU HAD TO MOVE, WOULD YOU TRY TO: Ask the respondent if, when they were required to move, whether they would attempt to rent new accommodation, or buy or build a home. One of the three alternatives must apply.
18. IF YOU HAD TO MOVE AND THE CITY BUILDS APARTMENTS IN THIS NEIGHBOURHOOD, WHICH WOULD RENT AT ABOUT ONE WEEK'S WAGES PER MONTH, WOULD YOU LIKE TO LIVE IN THEM: One of the two alternatives must apply. Emphasize that this is not binding, and in fact no name is attached to this answer, but that this information will provide an indication of the number of families that might wish such accommodation, and the number and age of the children in these families.

TABLE 1
CONDITIONS OF BUILDINGS

(Percent of Buildings)				
	Block	Poor	Fair	Good
PHASE I	8	48	18	34
	9	67	13	20
	10	59	18	23
	11	50	11	39
	12	70	17	13
	13	36	18	46
	14	80	20	0
	16	78	6	16
	17	35	45	20
	18	0	33	67
	19	82	12	6
	20	100	0	0
	25	80	7	13
	26	100	0	0
	32	57	29	14
	33	73	27	0
	39	79	14	7
	22	64	18	18
	30	85	0	15
	23	50	36	14
	31	65	18	17
	38	33	60	7
	Total	62	19	19
PHASE II	1	68	10	22
	2	65	17	18
	5	86	9	9
	6	83	17	0
	7	67	19	14
	15	48	22	30
	21	56	26	18
	29	39	29	32
	35	36	27	37
	Total	61	19	20

Source: City of Ottawa, Planning Branch, Physical Survey, 1965.

Note: Block numbers refer to blocks in Map 12.

TABLE 2
CONDITION OF EXTERIOR CLADDING
 (Percent of buildings by block)

<u>PHASE 1</u>				
Block	Good	Fair	Poor	Very Poor
8, 9, 10, 11	22	34	22	22
12	0	58	42	0
13, 14	0	52	48	0
16	0	50	28	22
17, 18	0	58	37	5
19-20, 25-6, 32-3, 39	8	40	40	12
22, 30	0	29	54	17
23, 31	14	32	32	22
38	21	42	26	11
Total	12	40	33	15
<u>PHASE II</u>				
1	4	42	19	35
2	7	37	43	13
5	0	37	29	34
6	11	39	39	11
7	0	27	41	32
15	6	44	34	16
21	11	45	34	10
29	9	29	38	24
35	9	58	29	4
Total	6	40	33	21

Source: City of Ottawa, Planning Branch, Physical Survey, 1965.

TABLE 3
CONDITION OF BUILDING FOUNDATION
 (percent of buildings by block)

<u>PHASE I</u>				
Block	Good	Fair	Poor	Very Poor
8, 9, 10, 11	21	32	27	20
12	0	61	39	0
13, 14	0	62	33	5
16	0	50	44	6
17, 18	0	61	33	6
19-20, 25-6, 32-3, 39	8	38	32	22
22, 30	0	38	38	24
23, 31	14	35	32	19
38	21	58	21	0
Total	12	41	32	15
<u>PHASE II</u>				
1	7	39	18	36
2	7	33	20	40
5	0	25	29	46
6	6	22	50	22
7	0	32	18	50
15	7	42	30	21
21	10	19	48	23
29	9	22	43	26
35	8	52	16	24
Total	5	32	30	33

Source: City of Ottawa, Planning Branch, Physical Survey, 1965.

TABLE 4
CONDITION OF BUILDING STRUCTURE
 (percent of buildings by block)

<u>PHASE I</u>				
Blocks	Good	Fair	Poor	Very Poor
8, 9, 10, 11	19	35	25	21
12	0	43	48	9
13, 14	0	67	28	5
16	0	28	56	16
17, 18	0	47	37	16
19-20, 25-6, 32-3, 39	5	40	30	25
22, 30	0	38	33	29
23, 31	14	24	46	16
38	21	42	21	16
Total	10	38	32	20
<u>PHASE II</u>				
1	4	18	30	48
2	7	23	33	37
5	0	26	21	53
6	5	28	17	50
7	0	27	18	55
15	7	30	40	23
21	10	23	32	35
29	9	18	64	9
35	8	54	13	25
Total	5	28	30	37

Source: City of Ottawa, Planning Branch, Physical Survey, 1965.

TABLE 5
CENTRAL HEATING IN BUILDINGS

(percent of buildings)

<u>PHASE I</u>		
Blocks	Present	Absent
8, 9, 10, 11	51	49
12	71	29
13, 14	82	18
16	67	33
17, 18	70	30
19-20, 25-6, 32-3, 39	56	44
22, 30	71	29
23, 31	56	44
38	83	17
Total	60	40

<u>PHASE II</u>		
1	56	44
2	77	23
5	31	69
6	67	33
7	65	35
15	46	54
21	66	34
29	79	21
35	81	19
Total	60	40

Source: City of Ottawa, Planning Branch,
Physical Survey, 1965.

TABLE 6
FLOOR CONDITION IN DWELLING UNITS
(percent of dwelling units by block)

<u>PHASE I</u>				
Blocks	Good	Fair	Poor	Very Poor
8, 9, 10, 11	17	54	18	11
12	0	80	10	10
13, 14	4	83	11	2
16	0	79	18	3
17, 18	8	78	8	6
19-20, 25-6, 32-3, 39	5	61	20	14
22, 30	2	59	24	15
23, 31	20	45	14	21
38	17	65	13	5
Total	10	62	16	12
<u>PHASE II</u>				
1	3	49	24	24
2	10	57	11	22
5	0	55	30	15
6	4	50	19	27
7	0	60	17	23
15	29	49	11	11
21	26	38	18	16
29	48	14	36	2
35	0	43	43	14
Total	15	47	21	17

Source: City of Ottawa, Planning Branch, Physical Survey, 1965.

TABLE 7
CONDITION OF WALL COVERING IN DWELLING UNITS

(percent of dwellings by block)

Blocks	<u>PHASE I</u>			
	Good	Fair	Poor	Very Poor
8, 9, 10, 11	17	53	24	6
12	0	62	38	0
13, 14	4	81	13	2
16	0	39	52	9
17, 18	8	75	17	0
19-30, 25-6, 32-3, 39	6	68	23	3
22, 30	2	49	47	2
23, 31	20	46	28	6
38	17	34	49	0
Total	10	58	28	4
 <u>PHASE II</u>				
1	4	42	49	5
2	10	43	36	11
5	0	40	44	16
6	3	50	35	12
7	0	20	77	3
15	29	38	32	1
21	27	20	50	3
29	47	29	19	5
35	0	56	41	3
Total	16	36	42	6

Source: City of Ottawa, Planning Branch, Physical Survey, 1965.

TABLE 8
CONDITION OF CEILING COVERING IN DWELLING UNITS

(percent of dwellings by block)

Blocks	<u>PHASE I</u>			
	Good	Fair	Poor	Very Poor
8, 9, 10, 11	17	54	24	5
12	0	64	36	0
13, 14	4	85	11	0
16	0	52	39	9
17, 18	8	73	19	0
19-20, 25-6, 32-3, 39	6	70	20	4
22, 30	2	49	49	0
23, 31	20	44	32	4
38	17	34	49	0
Total	10	59	27	4
 <u>PHASE II</u>				
1	4	44	47	5
2	10	43	36	11
5	0	40	44	16
6	3	50	35	12
7	0	31	66	3
15	30	40	29	1
21	27	31	39	3
29	47	29	19	5
35	0	56	41	3
Total	15	40	39	6

Source: City of Ottawa, Planning Branch, Physical Survey, 1965.

TABLE 9

RUNNING HOT WATER IN DWELLING UNITS

(percent of dwellings by block)

<u>PHASE I</u>		
Blocks	Present	Absent
8, 9, 10, 11	92	8
12	98	2
13, 14	98	2
16	100	0
17, 18	92	8
19-20, 25-6, 32-3, 39	89	11
22, 30	94	6
23, 31	87	13
38	91	9
Total	92	8

<u>PHASE II</u>		
1	91	9
2	92	8
5	93	7
6	100	0
7	94	6
15	94	6
21	100	0
29	100	0
35	97	3
Total	95	5

Source: City of Ottawa, Planning Branch,
Physical Survey, 1965.

TABLE 10
WASH BASINS IN DWELLING UNITS
 (percent of dwellings by block)

<u>PHASE I</u>		
Blocks	Present	Absent
8, 9, 10, 11	82	18
12	68	32
13, 14	98	2
16	79	21
17, 18	81	19
19-20, 25-6, 32-3, 39	81	19
22, 30	82	18
23, 31	71	29
38	86	14
Total	80	20

<u>PHASE II</u>		
1	83	17
2	89	11
5	69	31
6	73	27
7	85	15
15	94	6
21	99	1
29	100	0
35	82	18
Total	87	13

Source: City of Ottawa, Planning Branch,
 Physical Survey, 1965.

TABLE 11

BATHS OR SHOWERS IN DWELLING UNITS

(percent of dwellings by block)

PHASE I

Blocks	Present	Absent
8, 9, 10, 11	85	15
12	86	14
13, 14	98	2
16	97	3
17, 18	95	5
19-20, 25-6, 32-3, 39	89	11
22, 30	95	5
23, 31	84	16
38	91	9
Total	89	11

PHASE II

1	88	12
2	90	10
5	92	8
6	85	15
7	91	9
15	90	10
21	100	0
29	100	0
35	97	3
Total	93	7

Source: City of Ottawa, Planning Branch,
Physical Survey, 1965.

TABLE 12
AGE OF BUILDINGS

(in years)

PHASE I

Percent of Buildings By Blocks

Block	0-50	50-65	65-80	80 +
8	12	0	39	49
9	19	9	25	47
10	33	10	49	8
11	11	25	29	35
12	5	14	28	53
13	80	10	0	10
14	0	10	0	90
16	30	37	7	26
17	16	21	42	21
19	32	19	29	20
20	38	25	25	12
22	44	11	11	34
23	32	9	36	23
25	25	0	56	19
26	0	18	82	0
30	19	62	5	14
31	29	10	20	41
32	53	6	12	29
33	0	17	83	0
Total	26	16	29	29

PHASE II

1	16	9	9	66
2	27	23	27	23
5	9	3	12	76
6	17	11	39	33
7	17	13	9	61
15	38	21	12	29
21	0	55	30	15
29	41	27	23	9
35	40	20	20	20
Total	21	19	19	39

Source: City of Ottawa, Assessment Records.

TABLE 13
BUILDING MATERIAL
(percent of buildings)

Block	<u>PHASE I</u>	
	Masonry	Frame
8	21	79
9	16	84
10	15	85
11	15	85
12	27	73
13	10	90
14	10	90
16	12	88
17	32	68
18	100	0
19	20	80
20	22	78
22	54	46
23	30	70
25	27	73
26	45	55
30	15	85
31	26	74
32	33	67
33	83	17
38	50	50
39	61	39
Total	25	75
	<u>PHASE II</u>	
1	25	75
2	17	83
5	14	86
6	22	78
7	18	82
15	45	55
21	70	30
29	81	19
35	67	33
Total	40	60

Source: City of Ottawa, Assessment Records.

TABLE 14

LOCAL BUSINESS
WHICH MAY BE ACCOMMODATED
IN REDEVELOPMENT SCHEME

Phase I

	Number of Establishments	Floor Area
Confectionaries	3	1, 108
Grocery Stores	11	12, 931
Restaurants	2	3, 706
Drug Stores	1	792
Barber & Beauty Salons	3	1, 434
Cleaner	1	205
Electrical Repair	2	2, 804
T.V. Repair	1	1, 242
Hardware	1	1, 584
Meat Market	1	1, 792
Variety & Novelty Store	2	1, 432
Bakery	1	6, 172
Protective Service Office	1	160

Source: City of Ottawa, Planning Branch,
Physical Survey, 1965.

TABLE 15
FAMILIES IN EXPROPRIATION AREA
(percent)

Block	Type of Occupancy		Qualify for Public Housing	
	Owner	Tenant	of Owners	of Tenants
8	26	74	13	44
9	31	69	20	50
10	24	76	20	56
11	35	65	31	46
12	5	95	0	68
13	15	85	25	82
14	33	77	0	40
16	15	85	83	47
17	10	90	0	64
18	0	100	0	100
19	27	73	0	55
20	10	90	100	22
25	12	88	33	52
26	38	62	20	25
32	33	77	0	63
33	7	93	0	71
39	30	70	29	50
22	19	81	20	45
30	12	88	33	73
23	16	84	38	43
31	17	83	43	85
38	19	81	17	56
Total	20	80	23	56

Source: City of Ottawa, Planning Branch,
Social Survey, 1965.

TABLE 16
DEMAND FOR PUBLIC HOUSING

Phase I				
<u>Families</u>		<u>Block</u>	<u>Population</u>	
Number	Percent		Number	Percent
22	36	8	56	28
20	49	9	57	43
29	48	10	108	52
15	41	11	67	47
27	64	12	118	68
19	66	13	58	71
4	27	14	14	26
21	53	16	94	65
33	61	17	99	55
0	0	18	0	0
30	70	19	12	40
3	30	20	6	20
11	41	22	37	37
21	40	23	59	37
13	50	25	44	59
3	23	26	14	20
17	68	30	81	55
32	78	31	105	72
5	41	32	16	35
10	67	33	22	54
15	48	38	49	45
10	43	39	35	47
360	52	Total	1151	49

Source: City of Ottawa, Planning Board,
Social Survey, 1965.

TABLE 17

HOME OWNER FAMILIES
AND PUBLIC HOUSING

(percent of families)

Blocks	<u>PHASE I</u>	
	Qualify	Not Qualify
8	12	88
9	18	82
10	27	73
11	33	67
12	17	83
13	14	86
14	0	100
16	83	17
17	0	100
18	0	0
19	17	83
20	100	0
25	50	50
26	20	80
32	0	100
33	50	50
39	33	67
22	20	80
30	40	60
23	30	70
31	62	38
38	17	83
Total	27	73

Source: City of Ottawa Planning Branch,
Social Survey, 1965.

TABLE 18
HOME OWNER FAMILIES NOT QUALIFYING
FOR PUBLIC HOUSING

Blocks	Phase I			
	(percent)			
	Wish to Leave Neighbourhood	Wish to Remain in Neighbourhood:		
		As Tenant	As Owner	In Public Housing
8	21	27	73	0
9	36	22	56	22
10	18	11	89	0
11	50	40	60	0
12	60	50	50	0
13	33	0	100	0
14	0	40	60	0
16	0	0	100	0
17	29	40	60	0
18	0	0	0	0
19	60	100	0	0
20	0	0	0	0
25	33	100	0	0
26	25	33	67	0
32	25	33	67	0
33	100	0	0	0
39	17	80	0	20
22	25	67	33	0
30	33	50	50	0
23	14	17	83	0
31	67	0	0	100
38	60	50	50	0
Total	32	35	60	5

Source: City of Ottawa, Planning Branch, Social Survey, 1965.

TABLE 19
DEMAND FOR DWELLING UNITS

(To accommodate all people in Phase I)

Block	Older Families		Unattached Individuals	Persons Per Family			Total Units
	1 Person	2 Persons		2-4	5-6	7+	
8	4	6	4	34	9	5	62
9	3	4	3	30	9	2	51
10 N. Pt.	3	2	5	19	4	4	37
10 S. Pt.	3	1	5	8	6	3	26
11 N. Pt.	1	2	-	11	3	2	19
11 S. Pt.	1	3	-	7	6	2	19
12	3	3	6	25	8	9	54
13	1	4	3	18	7	-	23
14	1	1	1	7	3	2	15
16	3	6	6	12	8	6	41
22	2	4	1	10	7	5	29
32	2	1	1	12	7	6	29
17	3	1	4	35	9	6	58
23 & 31	12	9	6	46	12	15	100
18	-	-	-	5	-	-	5
38	3	1	3	20	5	4	36
19 & 25	3	6	9	17	11	7	53
32	-	2	-	4	1	4	11
39	2	3	2	12	3	2	24
20	2	1	1	3	3	-	10
26	-	-	1	7	3	3	14
33	1	3	1	10	-	1	16
Number	53	63	62	352	124	88	742
Percent	7	9	8	47	17	12	100

Source: City of Ottawa, Planning Branch, Social Survey, 1965.

Note: Older families are families in which the head is over 65 years of age.

TABLE 20

ILLUSTRATIVE IMPLEMENTATION PROGRAMME

PHASE I — (3 to 5 Years)

STAGE 1:

- (a) Twin MacDonald Manor with a 122 dwelling-unit building to accommodate unattached senior citizens and two person senior citizen families.
- (b) Rehouse 14 small and medium families, and 2 large families in existing satisfactory housing vacated by owners and tenants wishing to leave the neighbourhood.
- (c) Start clearance of Arena and Swimming Pool site.

STAGE 2:

- (a) Rehouse 48 small and medium families, and 12 large families in existing satisfactory housing vacated by owners and tenants.
- (b) Clear site and construct major public housing complex: 304 small and medium units, and 6 large units.
- (c) Start clearance of vocational school building site.

STAGE 3:

- (a) Rehouse 46 small and medium families, and 6 large families in completed public housing units.
- (b) Construct 51 large public housing units.

STAGE 4:

- (a) Rehouse 291 small and medium families, and 52 large families in completed public housing.
- (b) Clear site and construct 84 small and medium, and 77 large public housing units.
- (c) Clear private apartment site.
- (d) Clear additional land for Arena and Vocational School.
- (e) Clear shopping centre site.
- (f) Clear land for library, shops and Patro.
- (g) Clear land for separate school expansion.

STAGE 5:

- (a) Rehouse 127 small and medium families, and 11 large families in public housing units.
- (b) Clear and construct 12 large public housing units.
- (c) Clear remainder of private apartment sites.
- (d) Clear remainder of vocational school site.
- (e) Clear remainder of the separate school site.
- (f) Clear remainder of shopping centre site.

- (g) Close off street intersection of St. Patrick, Charlotte Streets and Rockwood Avenue.
- (h) Beautify the river front and Porter's Island, and Start work on the Rideau Trail.
- (i) Construct pedestrian bridge connecting Porter's Island and New Edinburgh Park.
- (j) Reconstruct St. Anne's Community Hall.
- (k) Publicly rehabilitate 42 dwelling units.

Note: This Programme will accommodate everybody in Phase I wishing to remain in the neighbourhood, regardless of income.

ILLUSTRATION: Redevelopment Stages, Map 29.

PRIVATE REHABILITATION: To begin in approximately one year after the scheme has been approved.

PHASE II

To be implemented gradually over a twenty year period as the opportunity and need arises.



THE RENEWAL OF LOWER TOWN EAST

BY

THE CITY OF OTTAWA

[illegible]

**BÂTIMENTS À ÊTRE
EXPROPRIÉS**

**BUILDINGS TO BE
EXPROPRIATED**

The City of Ottawa, assisted by the Provincial and Federal governments, is about to start on a program to improve conditions in the area bounded by King Edward Street, the Rideau River, and Rideau Street, the area known as Lower Town East. This was one of ten areas identified in a City-wide urban renewal study as requiring improvements. The City's first project in the Preston, Gladstone area involved the clearance of 16 acres of land and the construction of a new High School of Commerce and 104 low rental housing units. In view of this master plan for renewing, beautifying and improving the living conditions in the Capital City of Canada, each of these older areas must be improved.

In a project such as the one planned for your neighbourhood the City must acquire and demolish properties and thus some people have to be moved. This upsetting of your way of life means that the City must proceed in a fair and careful manner. On the other hand the citizens affected in a renewal area must show an interest in the betterment of their neighbourhood. This booklet has been prepared so that the citizens living in Lower Town East can appreciate the reasons for the proposed project and know how it affects them.

The proposals are shown on the large coloured map in the middle of this booklet and will make this neighbourhood a better place in which to live. All streets will be improved with new services, sidewalks, and pavement. New street lights will be installed and the overhead wiring in some of the streets will be placed underground. It is proposed to build a vocational school, an indoor rink and swimming pool, a public library, and improve the parks. The playing area for Brebeuf School will be enlarged and land made available for the Patro St. Vincent de Paul Association.

If you are the tenant or resident owner of a property shown in black on the left this means that once the project is approved:

- The City will take over your property.
- You will have to move.
- If you are a property owner, you will be paid a fair price for your property.
- If you are a tenant, you will be given money to help move and assisted in finding other places to rent.

As part of this renewal program the City must expropriate all of the properties shown in black on the map. If you own one of these properties you will be told later by registered mail of the City's expropriation of your property.

When these properties have been acquired the buildings will be demolished. The cleared land will be used mainly for low rental housing, a vocational school, and recreational facilities. Some of it will be offered for sale for new privately owned apartment, shopping, and commercial developments.

As part of the improvement of this neighbourhood, the City will ask the owners of properties which do not have to be demolished to cooperate by fixing up their properties where necessary. The City will inspect each property and then tell each owner what needs to be done and advice will be given on the best ways to do the work.

Federal government loans will be available to buy, refinance, sell, or improve residential properties in the whole area shown on the coloured plan in the middle of the booklet. The maximum loan is \$18,000 for a house and \$12,000 for each unit in an apartment building. The actual amount of the loan is 85% of the value of the property including an allowance for any proposed repairs. When repaired, the property must meet the minimum standards set by Central Mortgage and Housing Corporation. The loan can be paid over a period of up to 25 years with an interest rate of 6 3/4%. The mortgage payments plus taxes should not exceed 27% of the borrower's income. City staff can help in working out the financing of the property.

Experience with urban renewal programs such as the present one for Lower Town East shows that there are many questions which are often asked. Listed below are some to do with moving and with payment for property and the answers to them.

MOVING

1. HOW WILL I FIND ANOTHER PLACE TO LIVE?

An on-site information office will be opened in the area as soon as possible. It will have people who are trained to help you with your problems. There will be a Relocation Officer to help you find rental accommodation, an Information Officer to explain all details of the renewal program, as well as a public health nurse from the Health Department, and a worker from the Public Welfare Department. The address and telephone number of this office will be announced. If you cannot visit the Information Office, someone can call at your home to discuss any problems you have.

2. WHEN MUST I MOVE?

The City wishes to start as soon as possible, but it will take time to value and pay for all the properties. The City Solicitor will send a formal notice giving the date when the City needs your property. If you own property which is to be demolished and wish an early settlement, please phone the Housing and Urban Renewal Department at 236-7531, local 321. If you live in a rented house or apartment, ask your landlord to let you know when the City has taken over the property. No one will have to move on very short notice.

3. CAN I MOVE INTO A NEW LOW RENTAL HOUSING UNIT?

The province is being asked to build low rental housing units on some of the cleared land and everyone living in property to be demolished will be given first choice of the new housing. If possible, and if you wish, housing will be found for you in the area. However, you may be interested in low rental housing in some other part of Ottawa.

4. WHAT WOULD I PAY FOR A LOW RENTAL UNIT?

Rents for the low rental housing will be based on your family income and not on the number of bedrooms. For example, a family earning \$300.00 per month would pay \$85.00 per month rent for whatever size housing unit is needed for that size family and the rent includes stove and refrigerator, heat, hot and cold water.

PAYMENT FOR PROPERTY

5. WHAT WILL I BE PAID FOR MY PROPERTY?

To make sure that you get a fair price the City will have two real estate experts inspect your property and estimate the value. This value is usually what someone would pay for the property if it was for sale. The City will add an extra amount to cover legal fees for buying new property and for the cost of moving. The City Solicitor will then write to you and make a formal offer.

6. WHAT HAPPENS IF THE CITY MUST DEMOLISH MY PROPERTY BEFORE I AGREE TO THE PRICE?

The City can pay you 80% of the offer sent to you by the City Solicitor and you can then let the City take over your property. Once the final price is agreed to, the City will then pay 5% interest on the balance of the agreed price for the period between the date of the advance and the date that full settlement is made.

7. DO I CONTINUE TO PAY TAXES?

The City is the owner of the property as soon as the expropriation by-law has been registered on your title. You will not have to pay any taxes after that date, but an amount equal to the taxes will be deducted from the final payment to cover the period between the date of expropriation and the date you vacate your property.

8. IF I HAVE ONE OR MORE MORTGAGES ON MY PROPERTY, WHAT HAPPENS WHEN THE CITY PAYS ME?

The City pays off any mortgages and liens and you are then paid the balance of the purchase price.

9. IF I OWN A STORE OR A FACTORY, WHAT COMPENSATION WILL I RECEIVE?

The City must pay compensation based on the value of the property, plus the cost of moving the business.

10. IF I HAVE A LEASE ON BUSINESS, COMMERCIAL OR FACTORY PROPERTY THAT I OCCUPY, WHAT DO I RECEIVE?

The City will investigate all leases. If by law you are entitled to compensation for a lease, a formal offer of compensation will be made by the City Solicitor.

11. WHAT DO I DO IF I THINK THAT THE CITY'S OFFER IS TOO LOW?

You should telephone or visit the on-site information office and ask for someone to meet with you to explain how your property was valued. If you are still not satisfied you or your lawyer should then write to the Ontario Municipal Board, 145 Queen Street West, Toronto 1, Ontario, and ask them to give you an appointment for a hearing when they will decide the value of your property. This Board is made up of persons appointed by the Province and the hearings are held in Ottawa almost every month. The Board will listen to whatever evidence you present as to the value of your property and will listen to the

experts employed by the City. After hearing both sides, the Board will then decide on a fair price. This decision can be appealed to the Court of Appeal of Ontario under certain circumstances if either side is not satisfied with the method used by the Ontario Municipal Board to calculate the settlement price.

Please call the Housing and Urban Renewal Department at City Hall if you have any questions before the on-site information office is opened. However, public meetings will be held as soon as possible at St. Anne's Hall to explain the project to you in full detail. City staff will be there to answer any questions which you may have.

MAPS

LOWER TOWN EAST LOCATION

1



OFFICIAL PLAN ELEMENTS

2



FEET
0 1200 2400

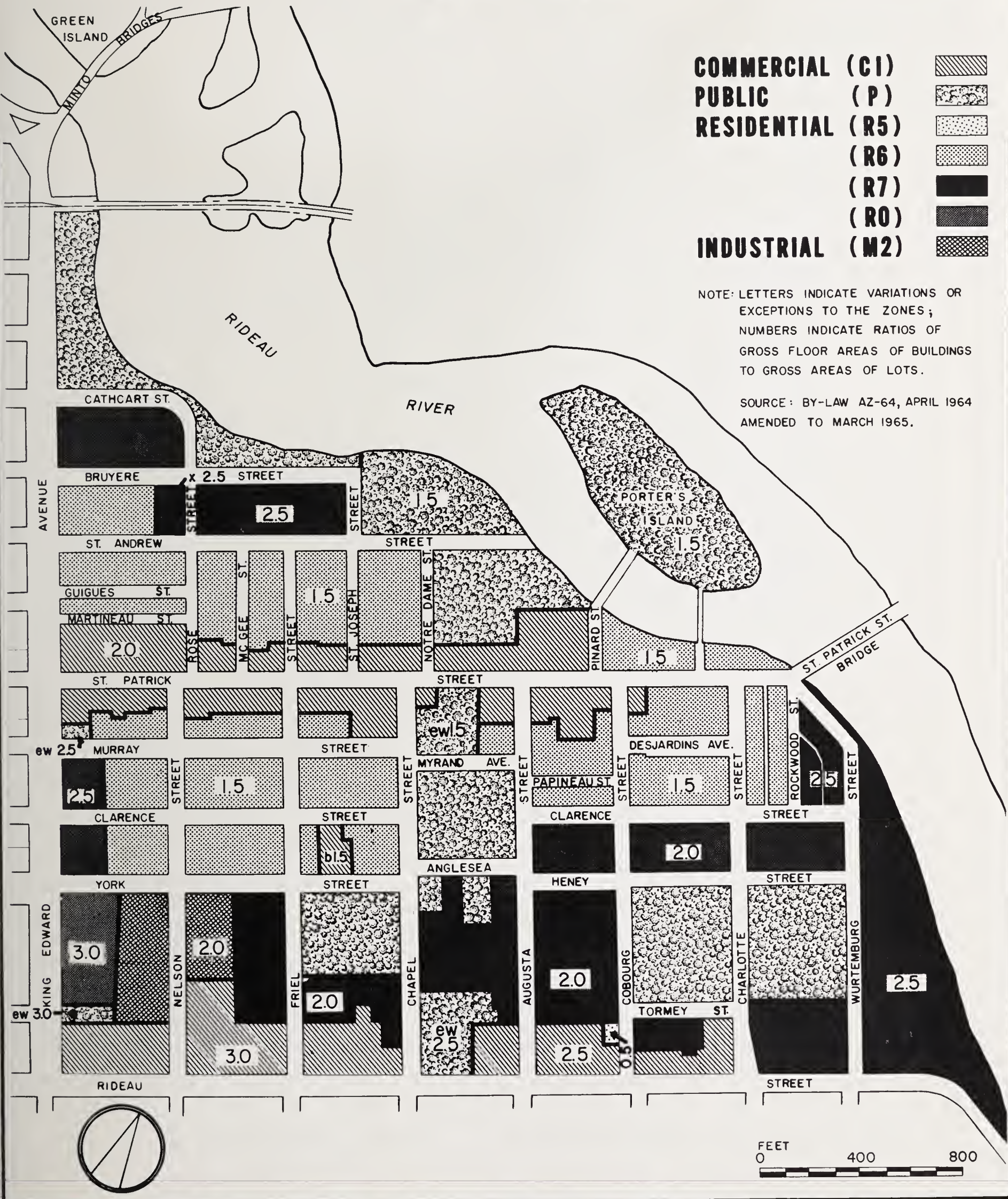
FREEWAY
PRIMARY ARTERIAL
SECONDARY ARTERIAL
MAJOR COLLECTOR
PARKWAY
PARKS

OPEN SPACE
GOVERNMENT
INSTITUTIONAL
CENTRAL AREA
RESIDENTIAL OFFICE
RESIDENTIAL



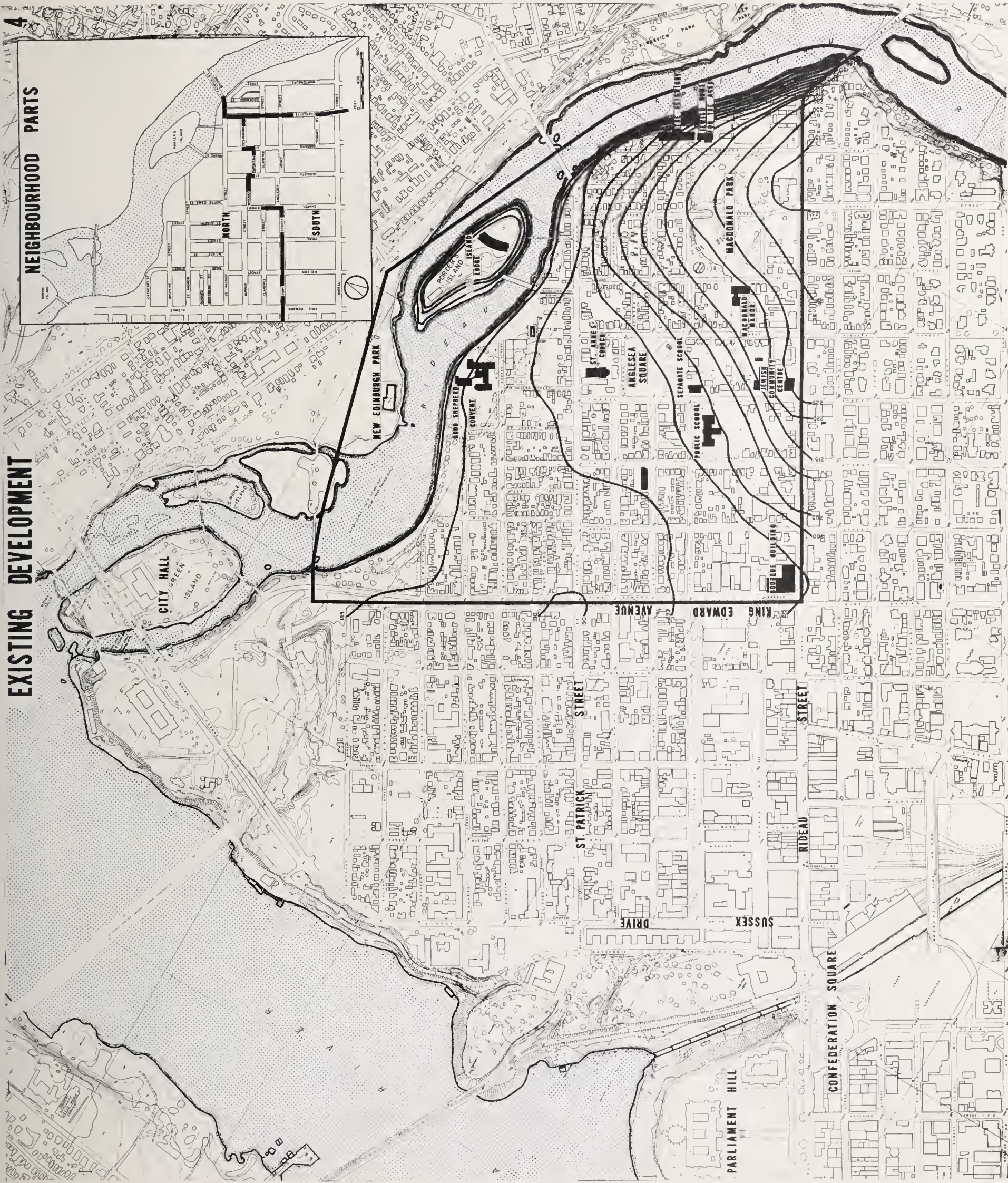
ZONING PLAN

3



EXISTING DEVELOPMENT

NEIGHBOURHOOD PARTS

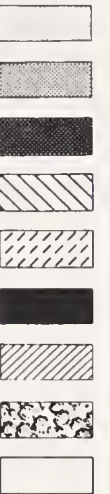


1965 LAND USE

5



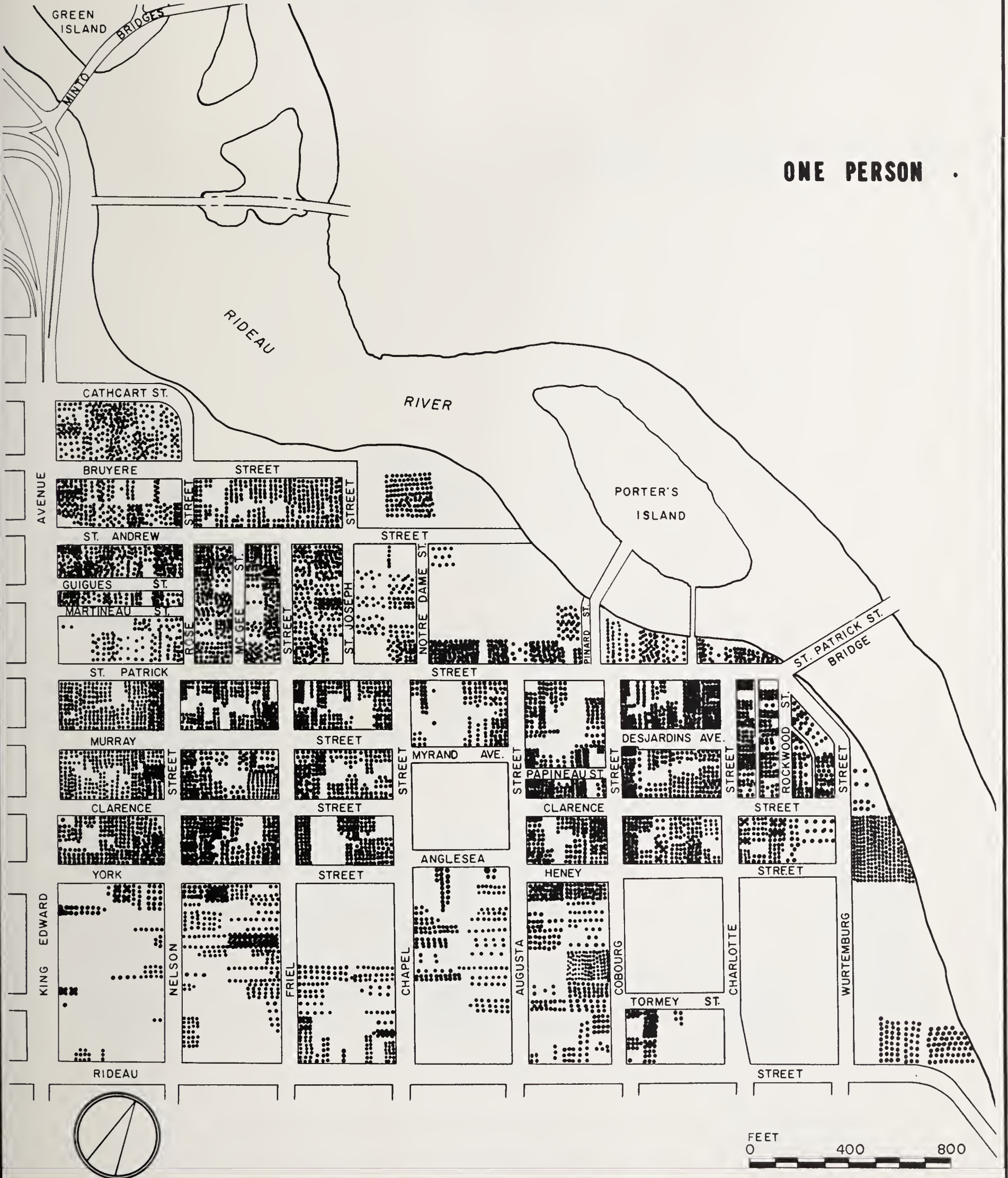
- RESIDENTIAL
- ONE TO THREE UNITS
- FOUR TO NINE UNITS
- TEN OR MORE UNITS
- EMBASSY
- INSTITUTIONAL
- COMMERCIAL
- INDUSTRIAL
- PARKS & PLAYGROUNDS
- VACANT LAND



1964 POPULATION

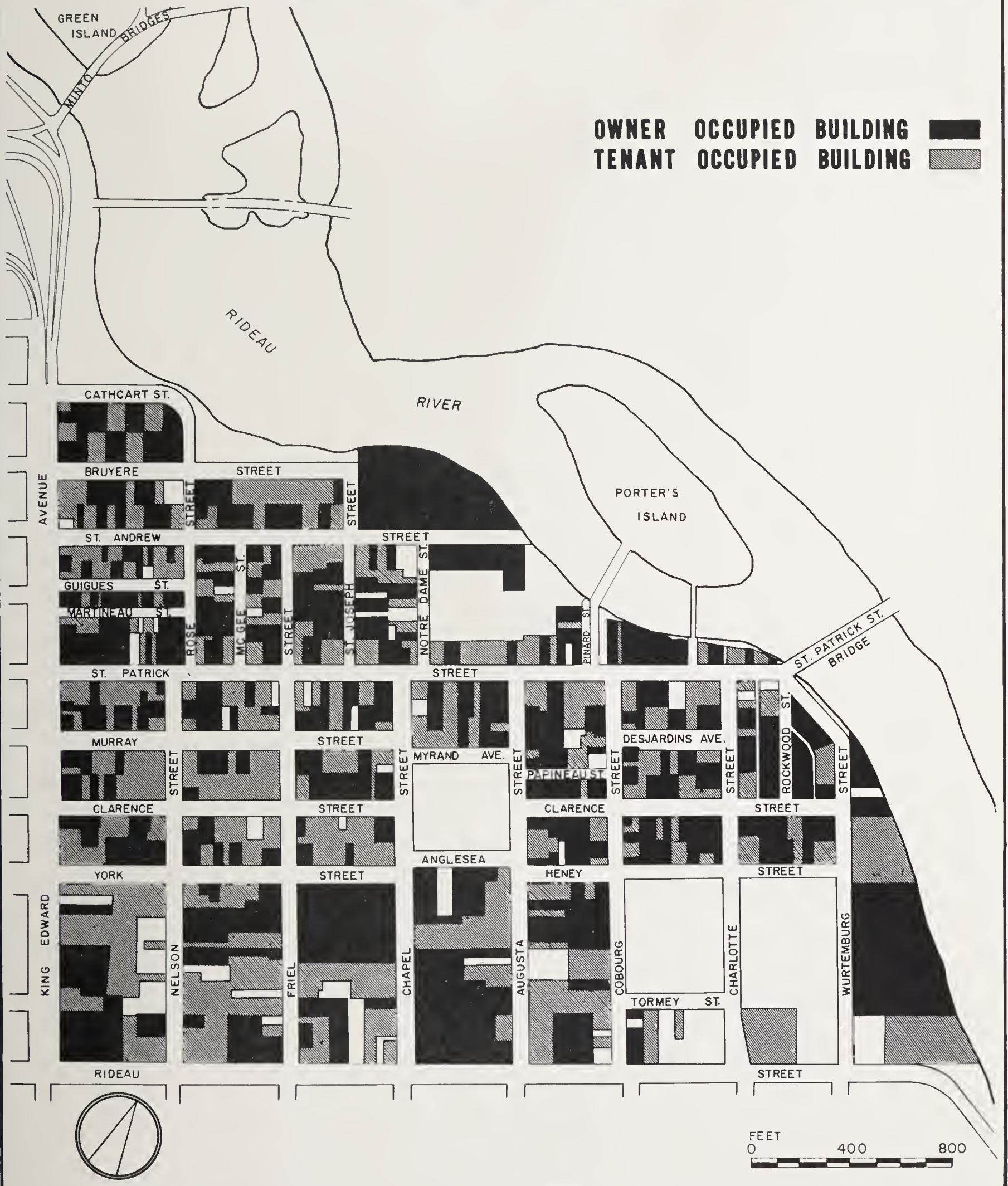
6

ONE PERSON .



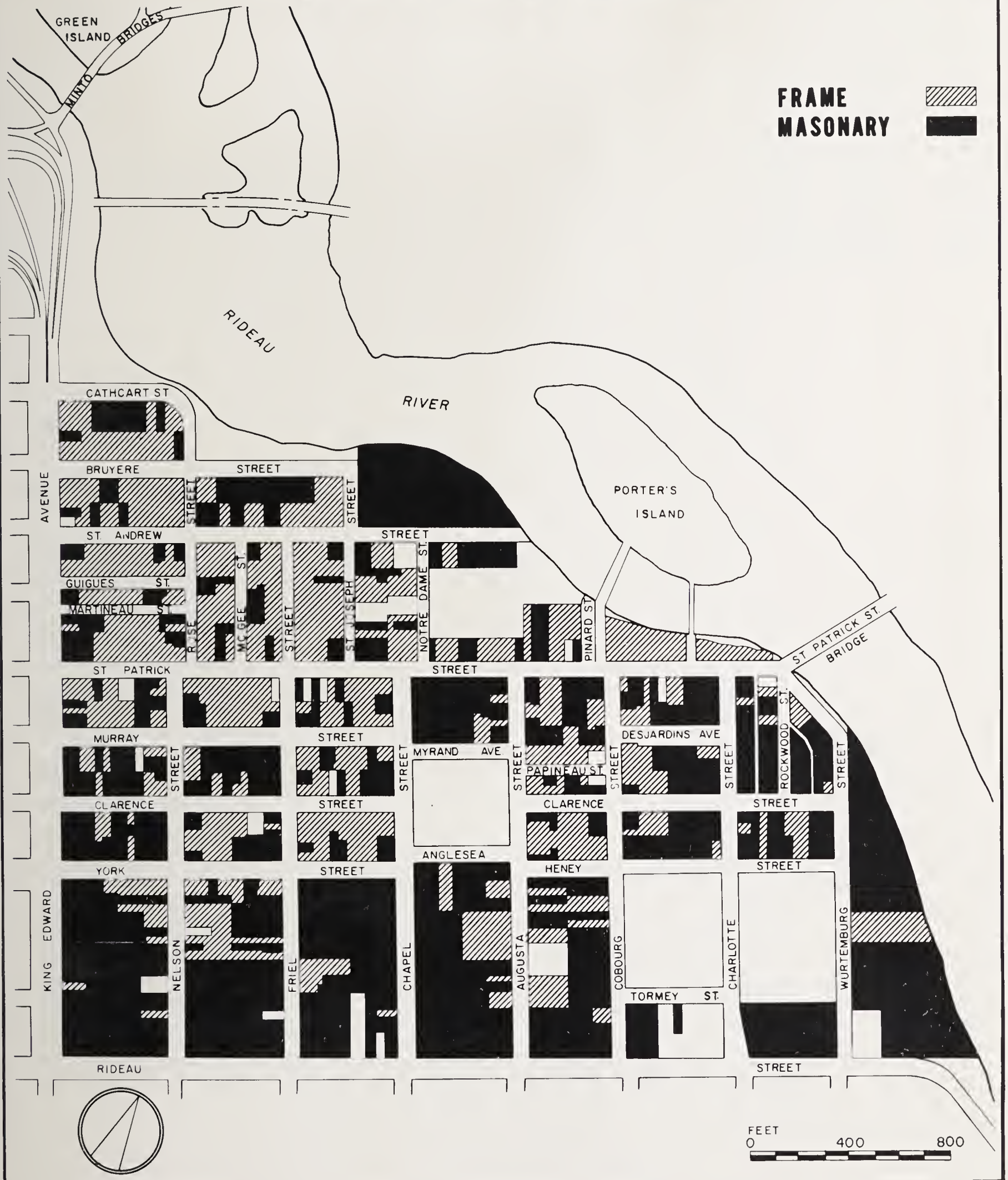
TYPE OF BUILDING OCCUPANCY 1965

7

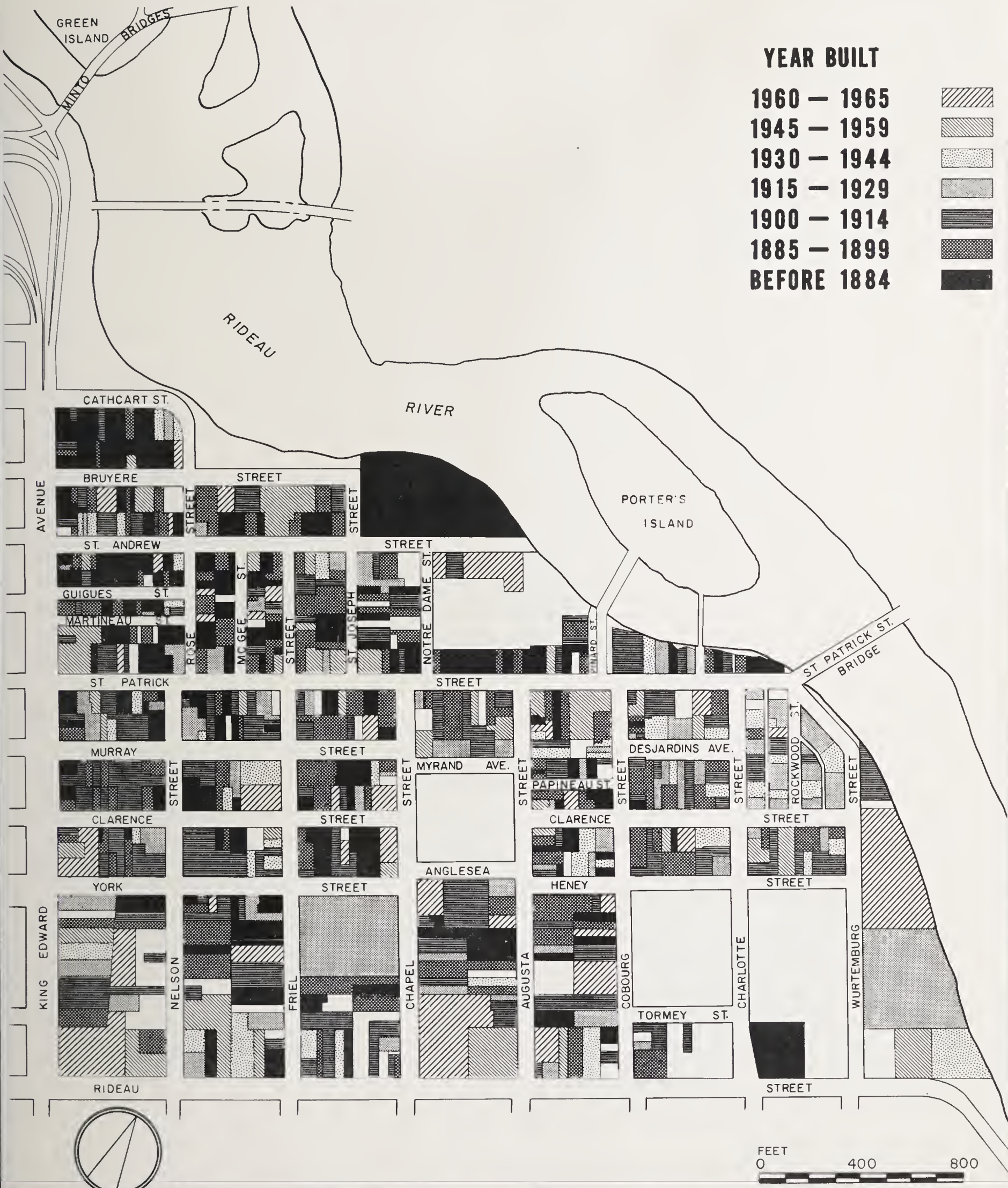


TYPE OF BUILDING MATERIAL







8

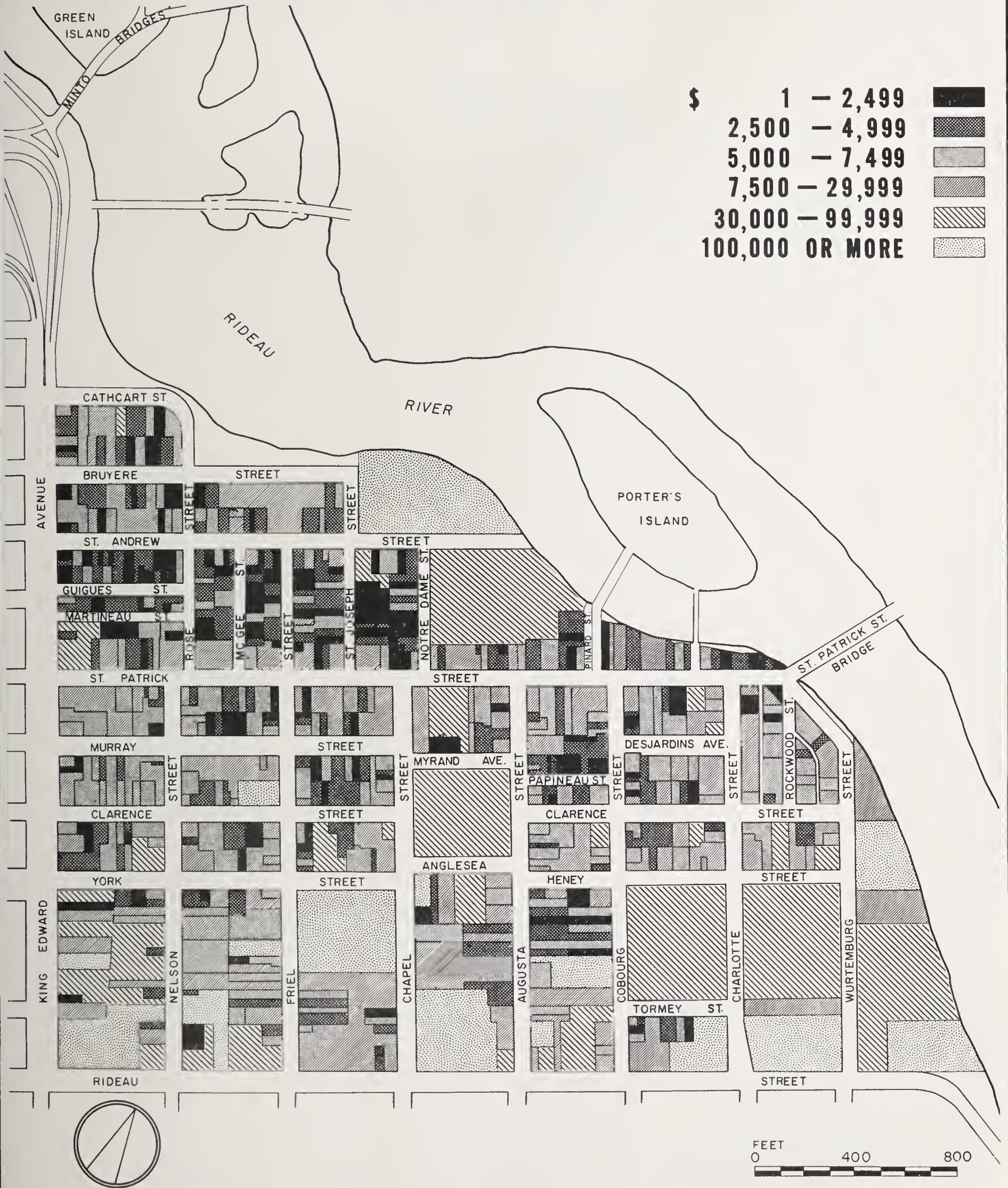


AGE OF BUILDINGS



ASSESSED VALUE OF LAND AND IMPROVEMENTS 1965 10

\$	1 — 2,499	
	2,500 — 4,999	
	5,000 — 7,499	
	7,500 — 29,999	
	30,000 — 99,999	
	100,000 OR MORE	



BUILDING DEMOLITIONS AND REPAIRS

11

COMPLETED CASES

ONE DWELLING UNIT DEMOLISHED

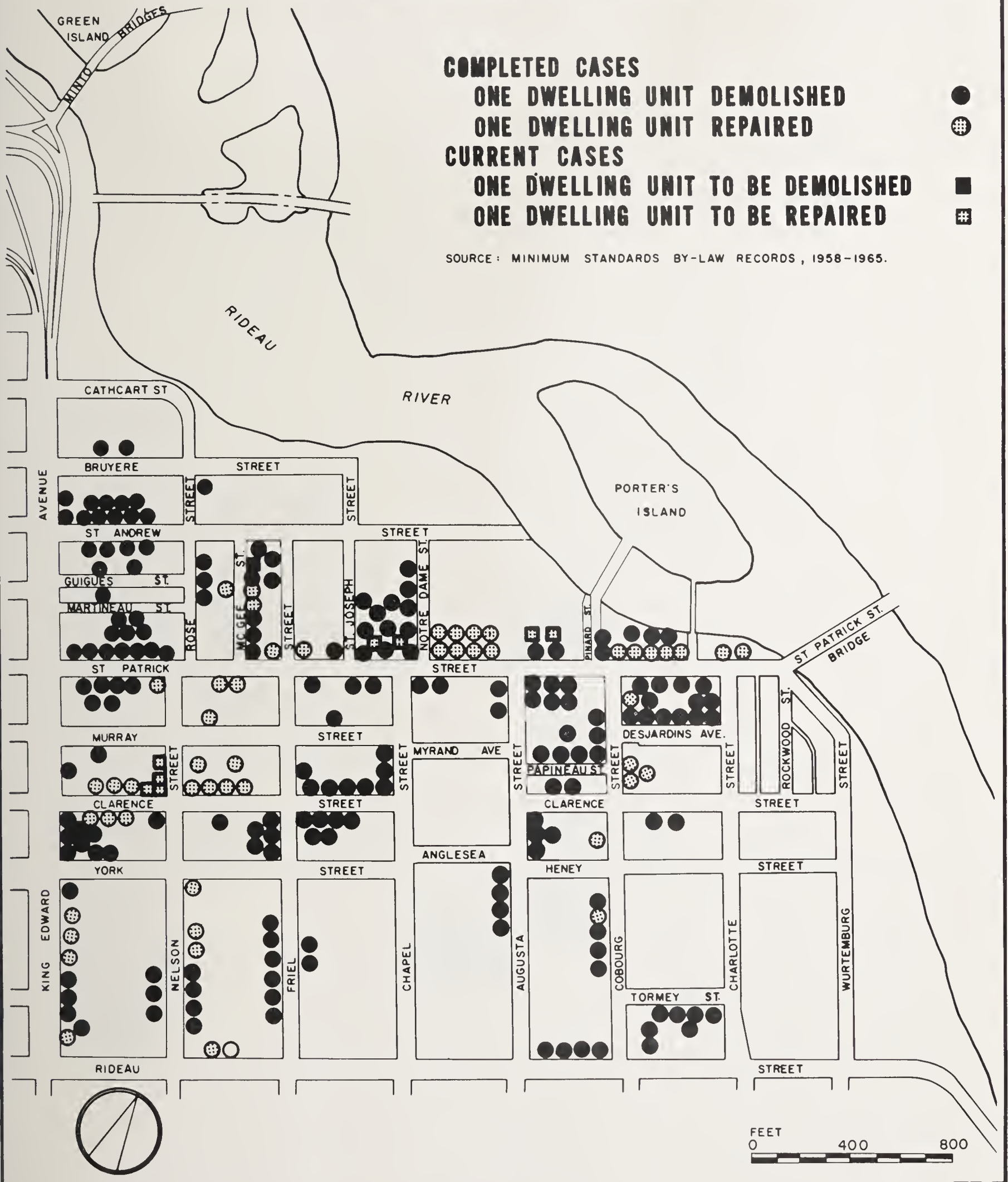
ONE DWELLING UNIT REPAIRED

CURRENT CASES

ONE DWELLING UNIT TO BE DEMOLISHED

ONE DWELLING UNIT TO BE REPAIRED

SOURCE: MINIMUM STANDARDS BY-LAW RECORDS, 1958-1965.



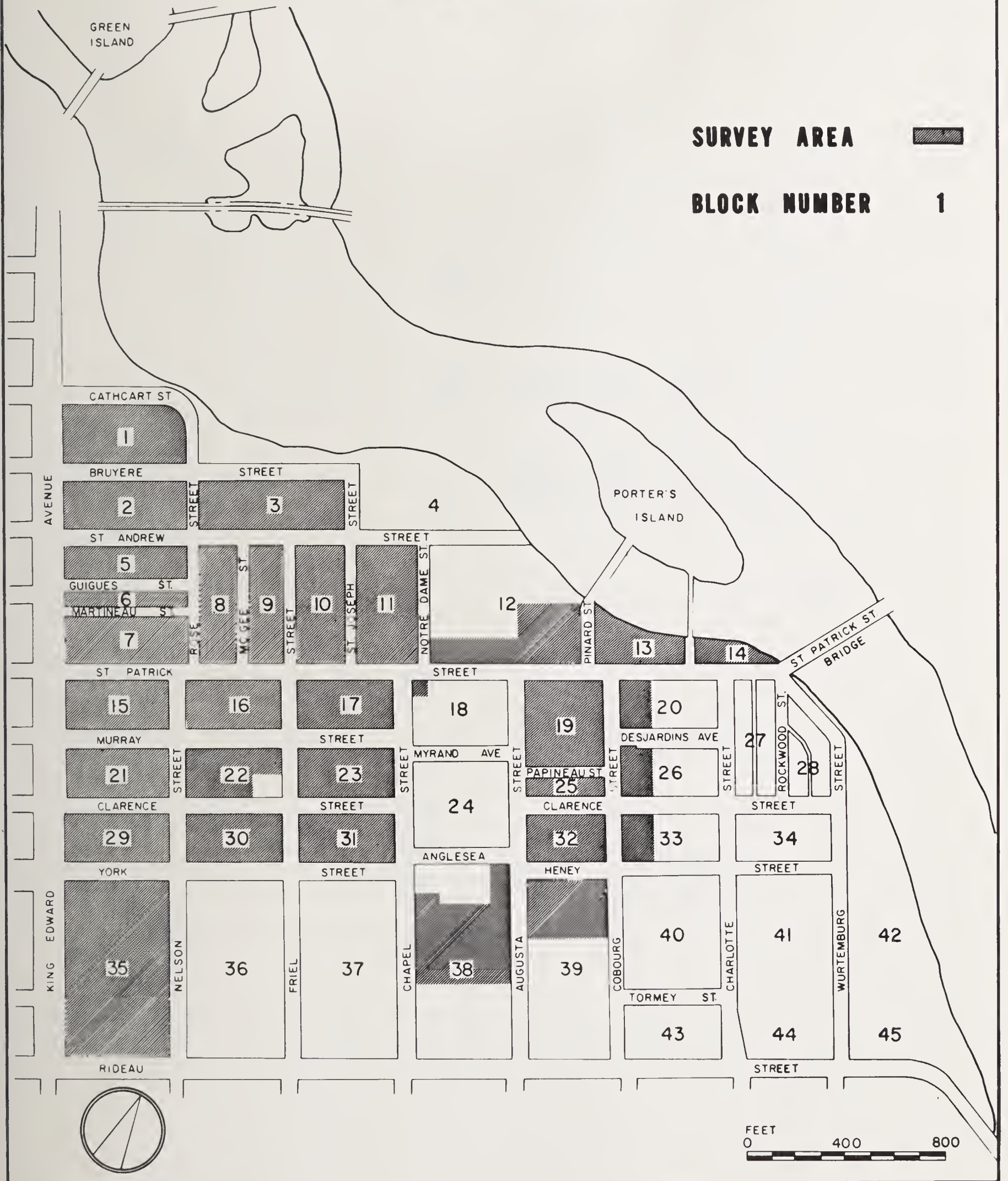
SURVEY AREAS

12



SURVEY AREA

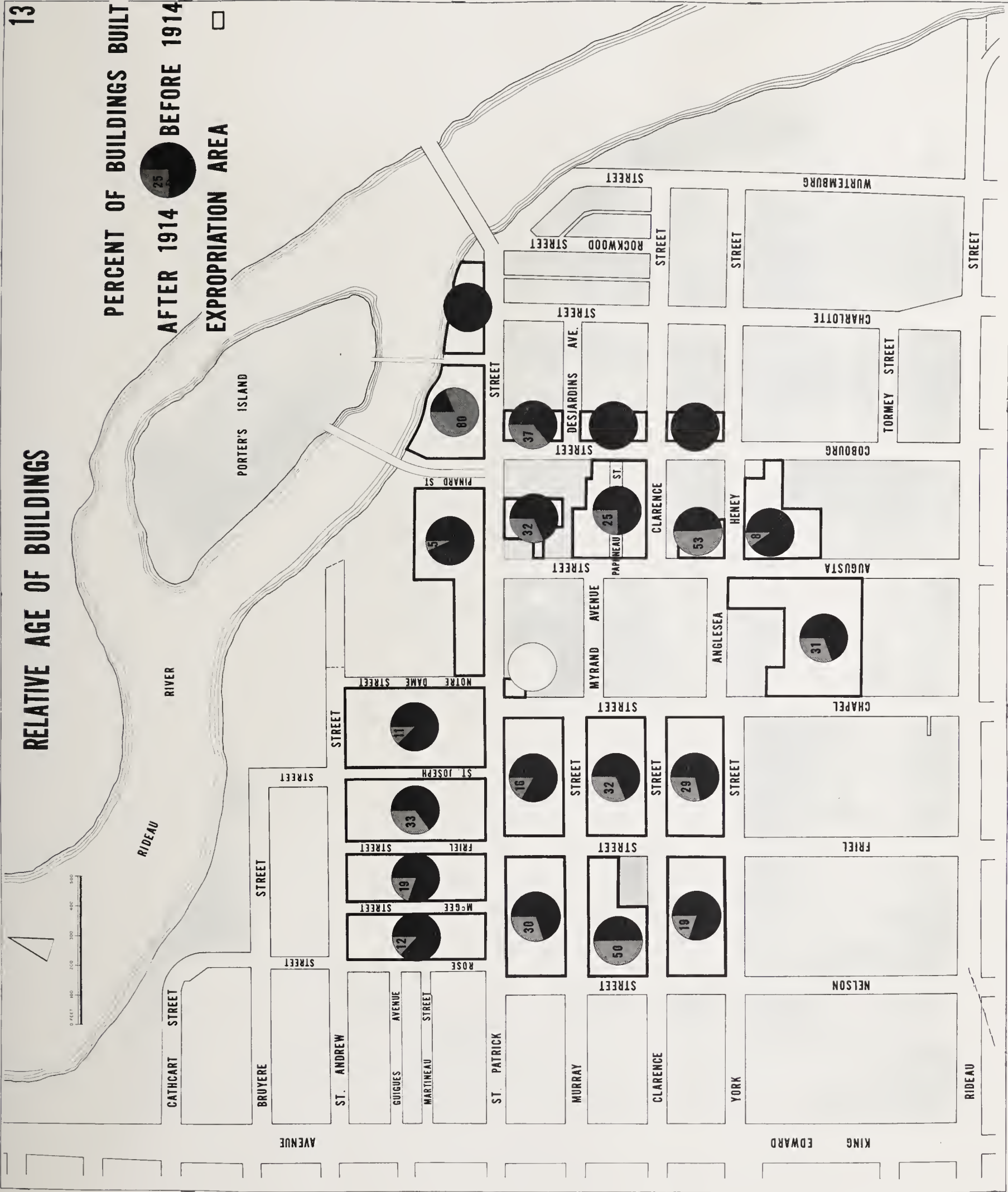
BLOCK NUMBER

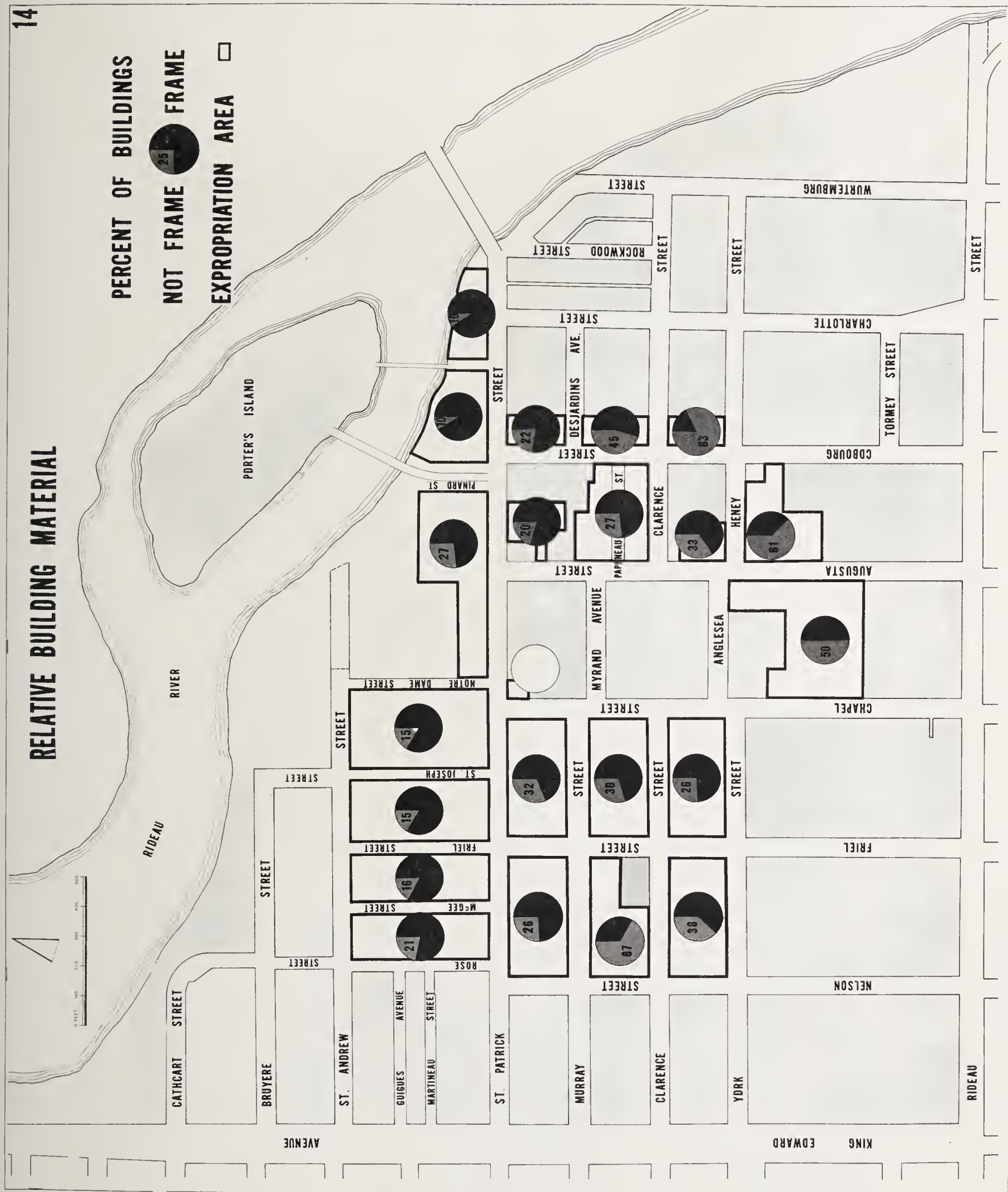
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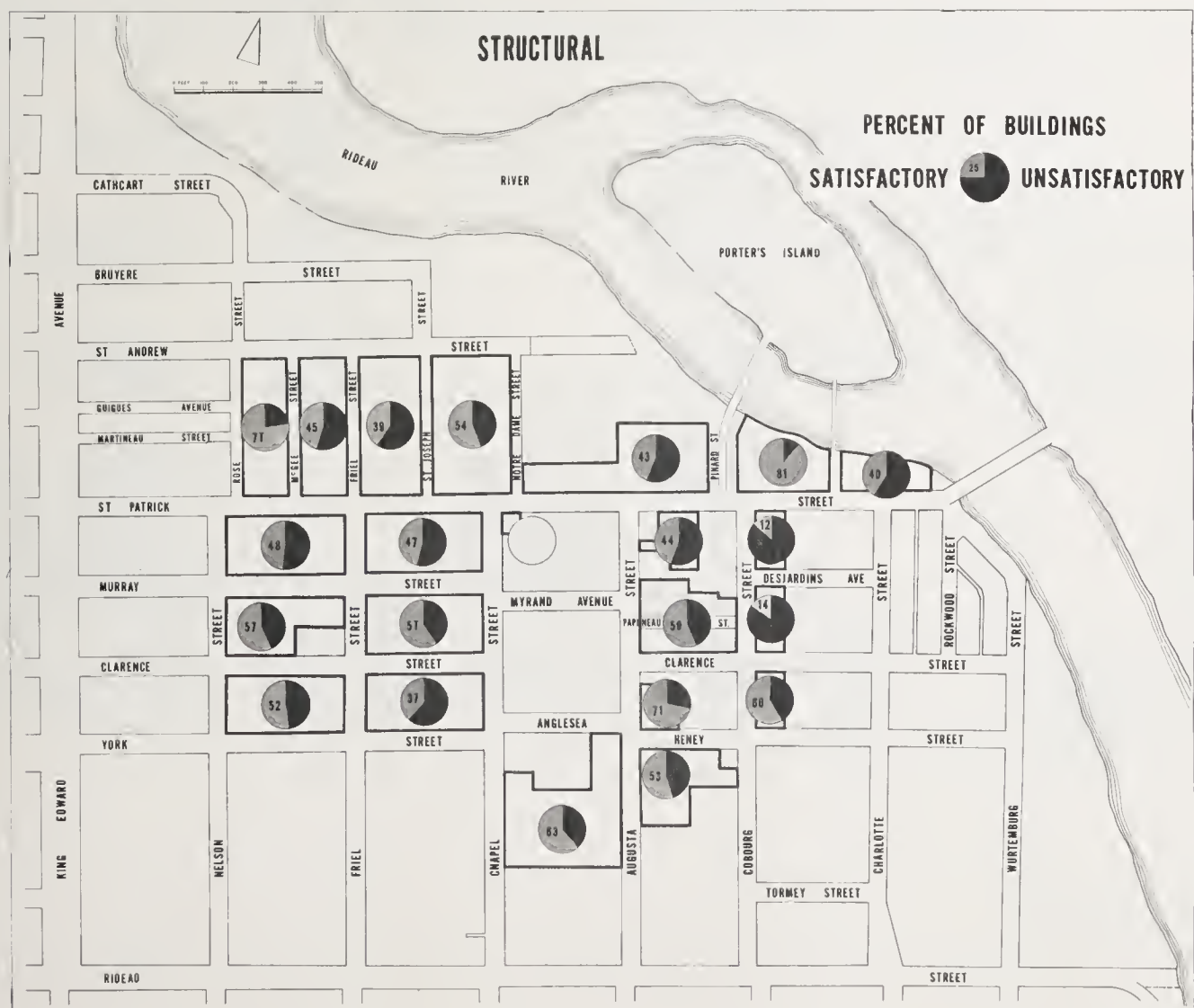
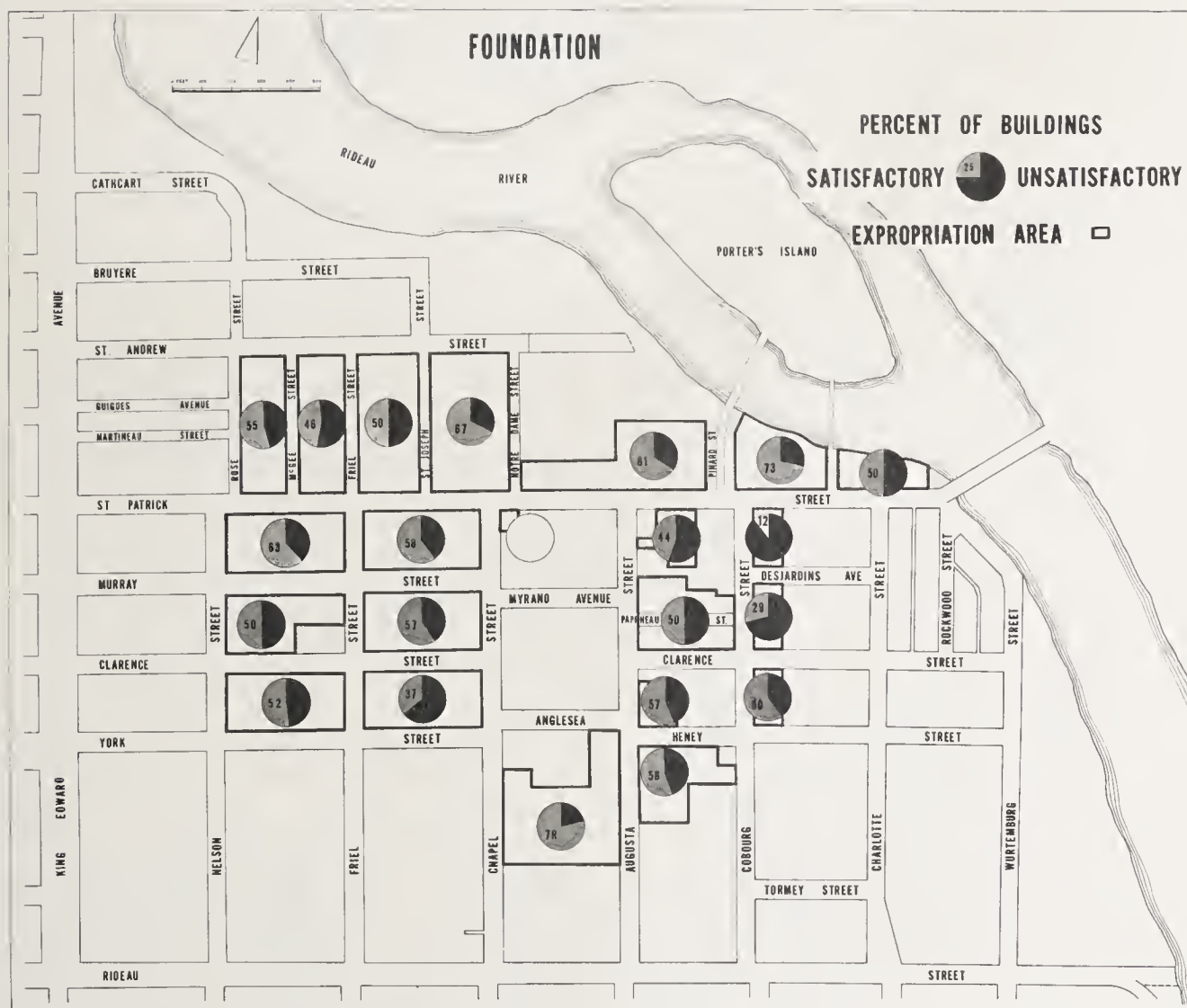


RELATIVE AGE OF BUILDINGS

PERCENT OF BUILDINGS BUILT
AFTER 1914  BEFORE 1914
EXPROPRIATION AREA 

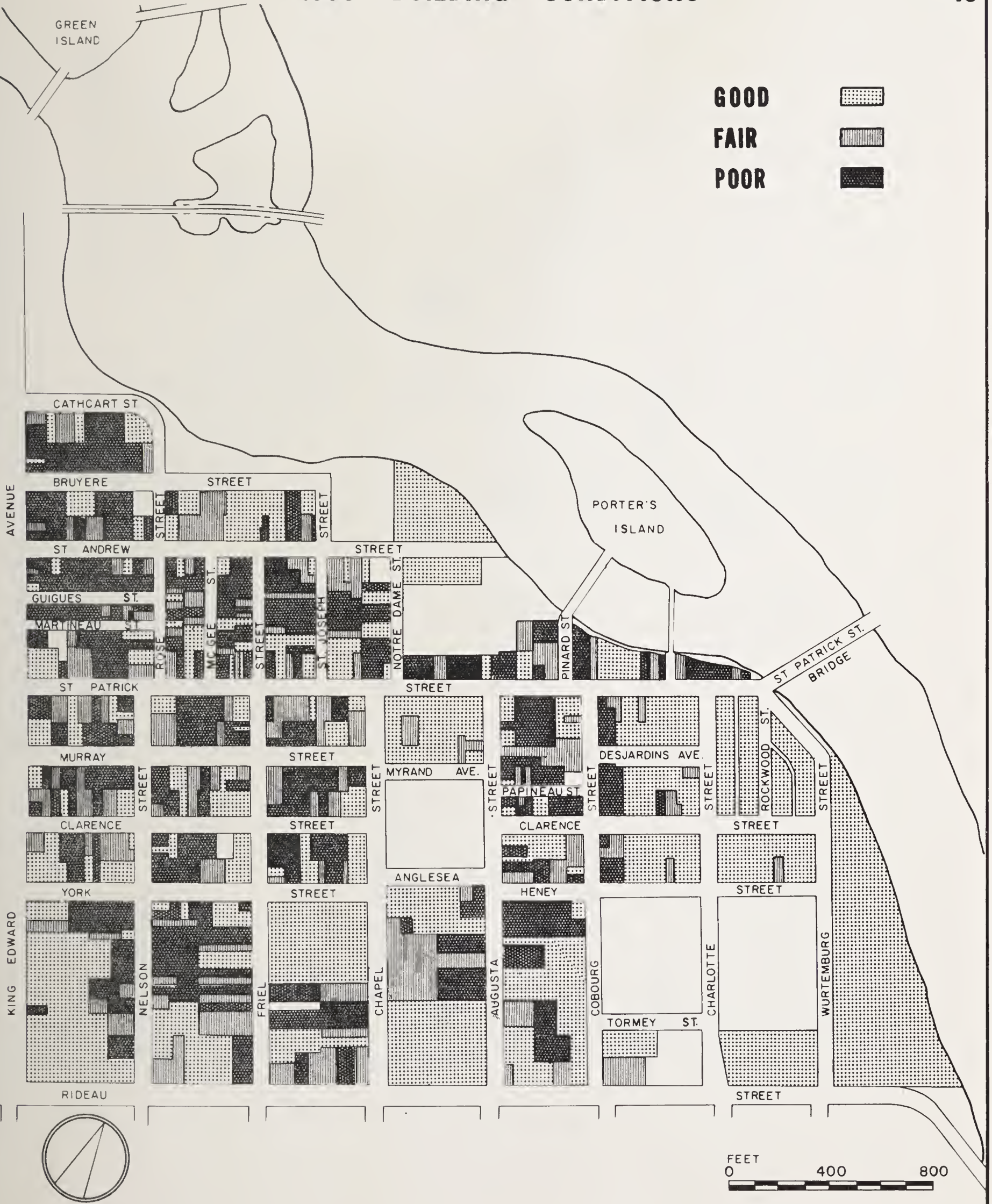






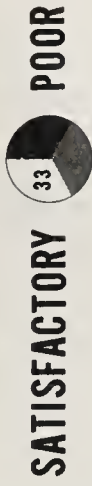
1965 BUILDING CONDITIONS

16



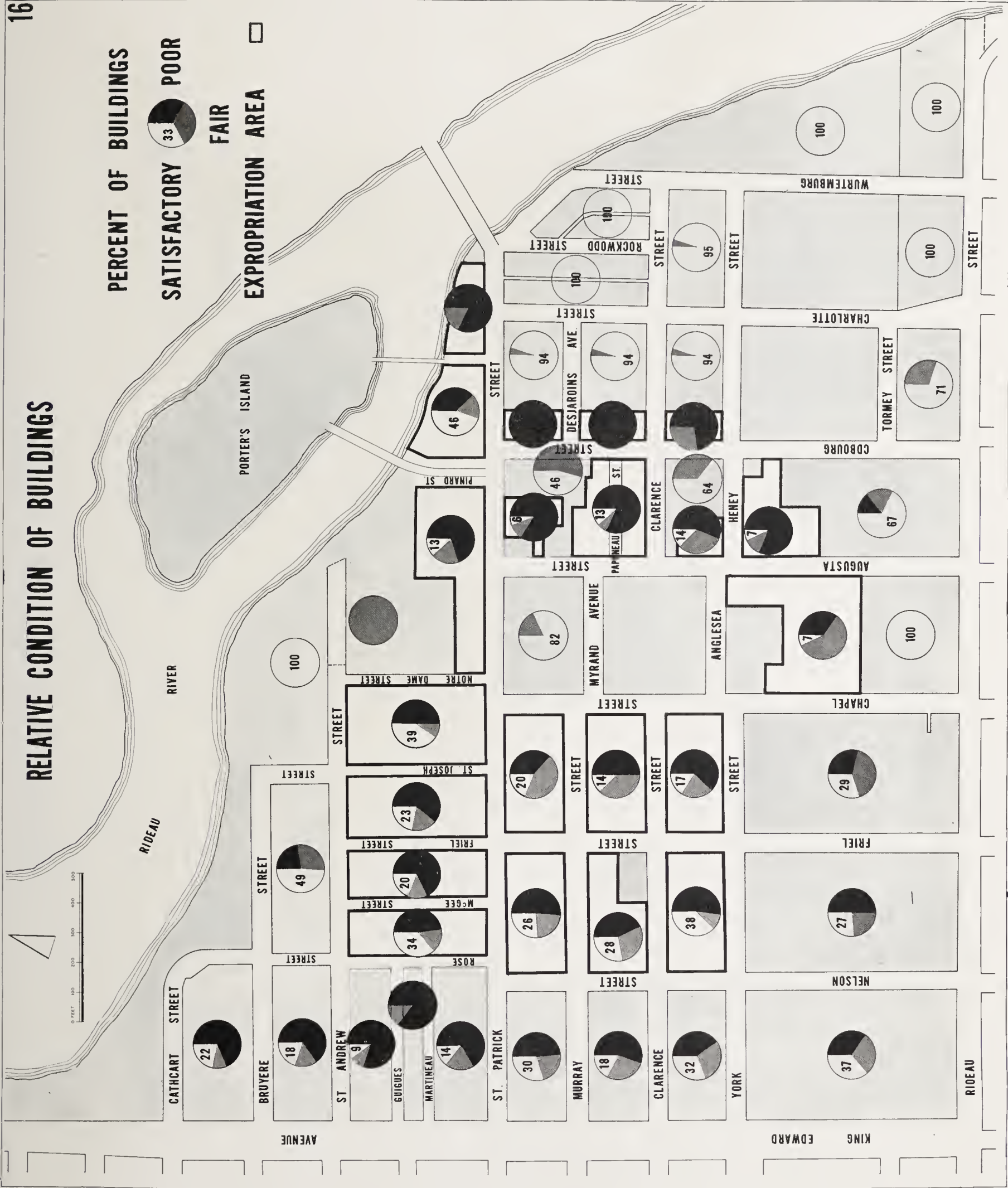
RELATIVE CONDITION OF BUILDINGS

PERCENT OF BUILDINGS



33

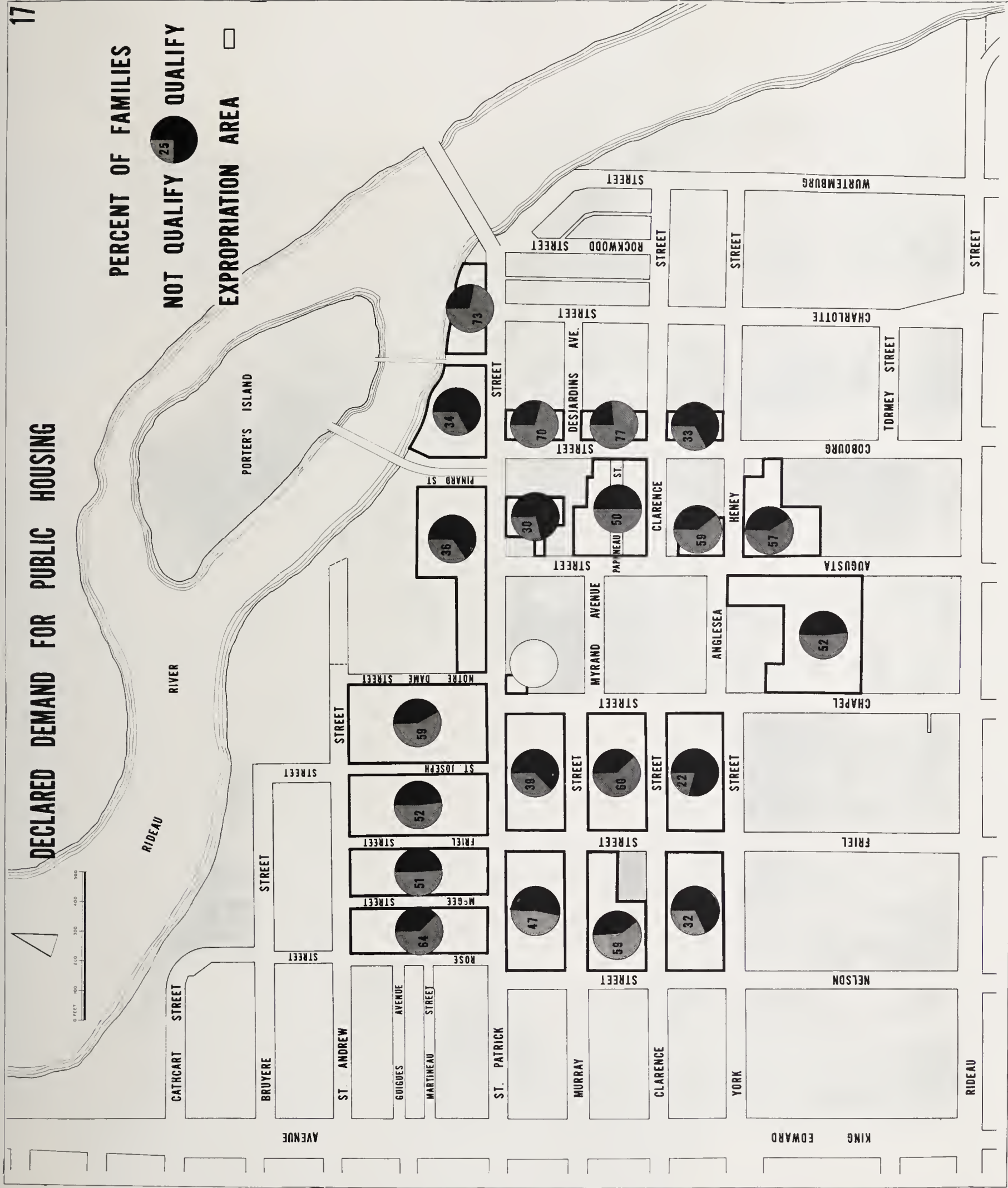
EXPROPRIATION AREA



DECLARED DEMAND FOR PUBLIC HOUSING

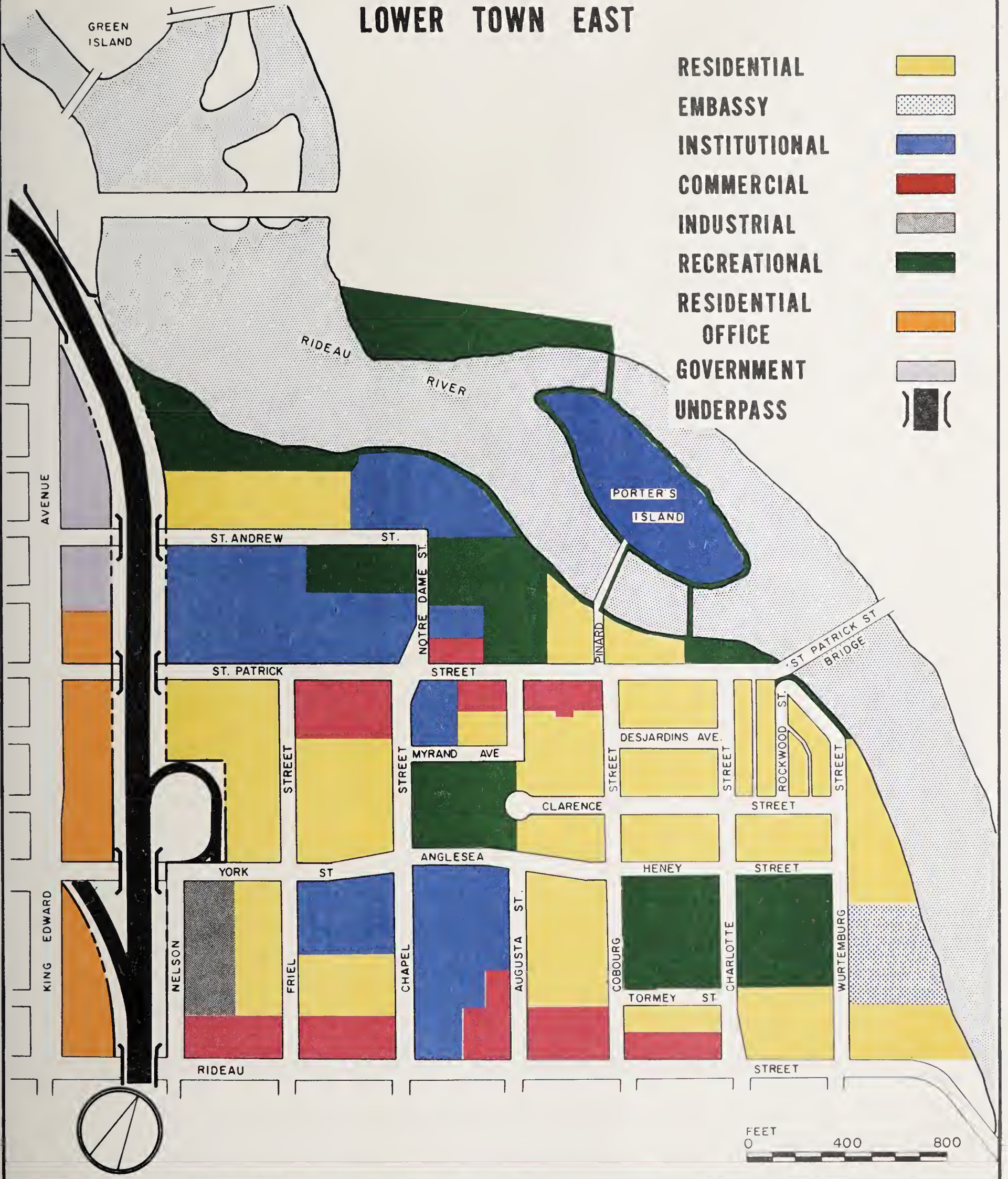


PERCENT OF FAMILIES
NOT QUALIFY 25 QUALIFY
EXPROPRIATION AREA



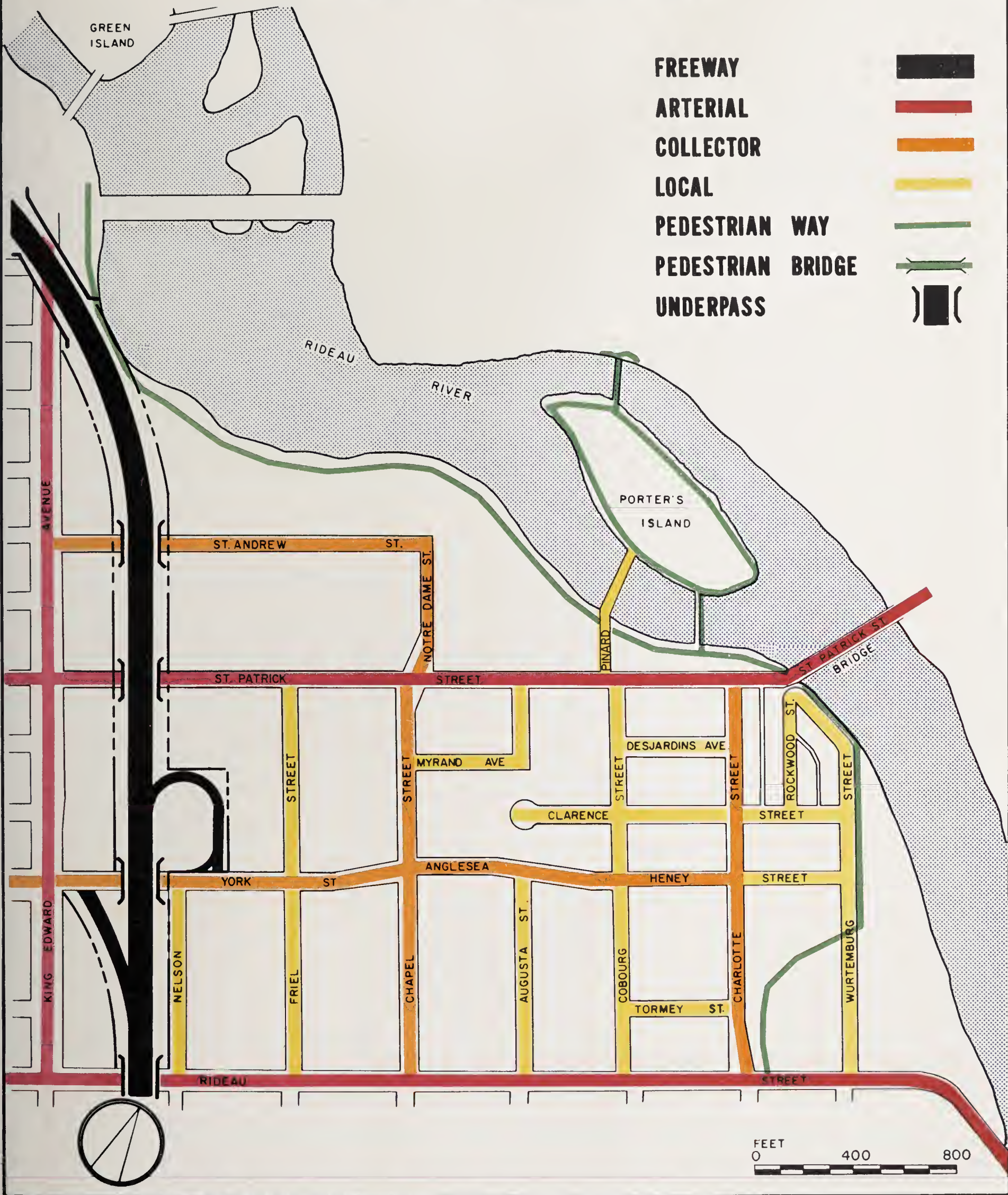
ULTIMATE LAND USE LOWER TOWN EAST

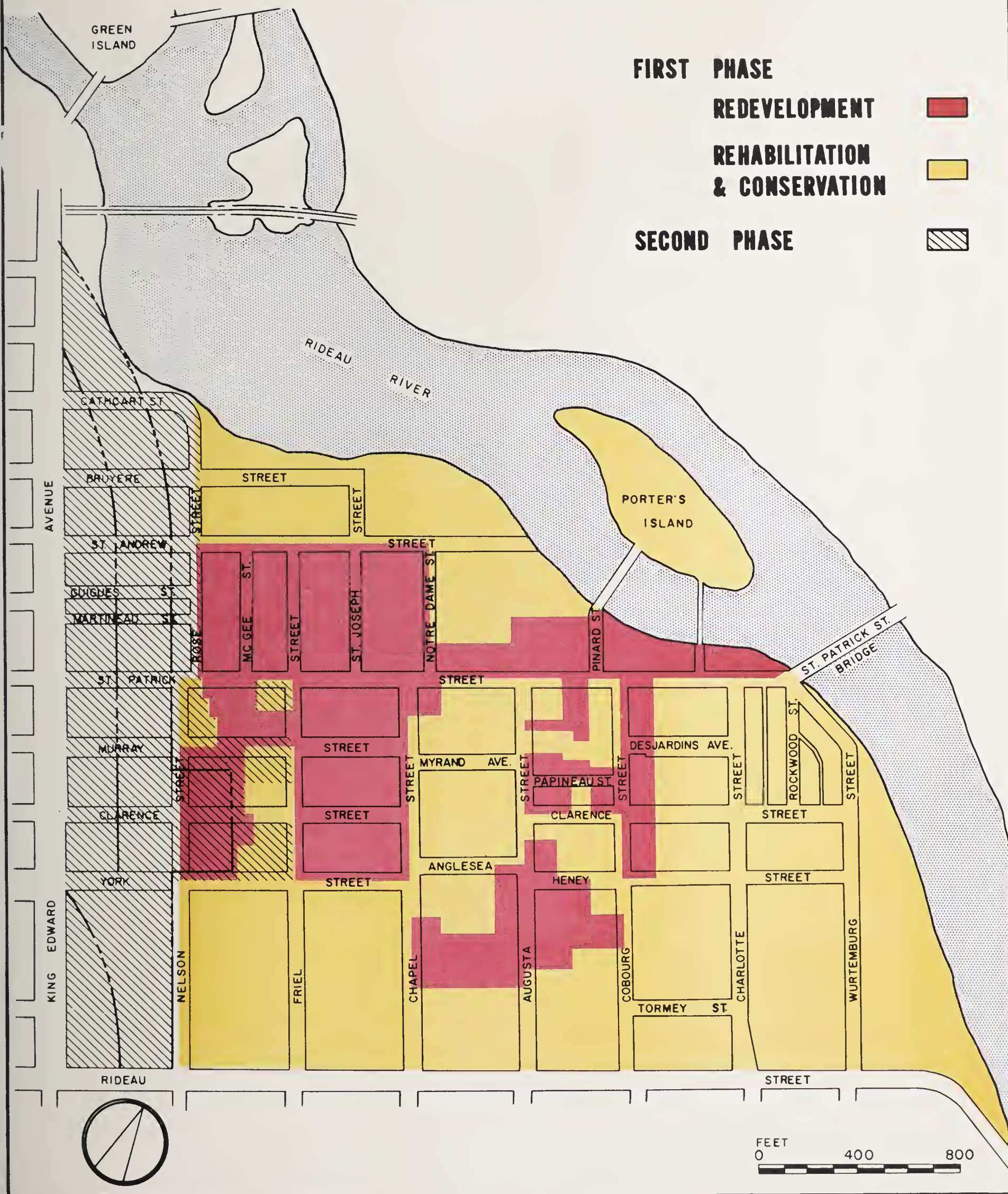
19



ULTIMATE CIRCULATION PLAN

20





LAND REORGANIZATION

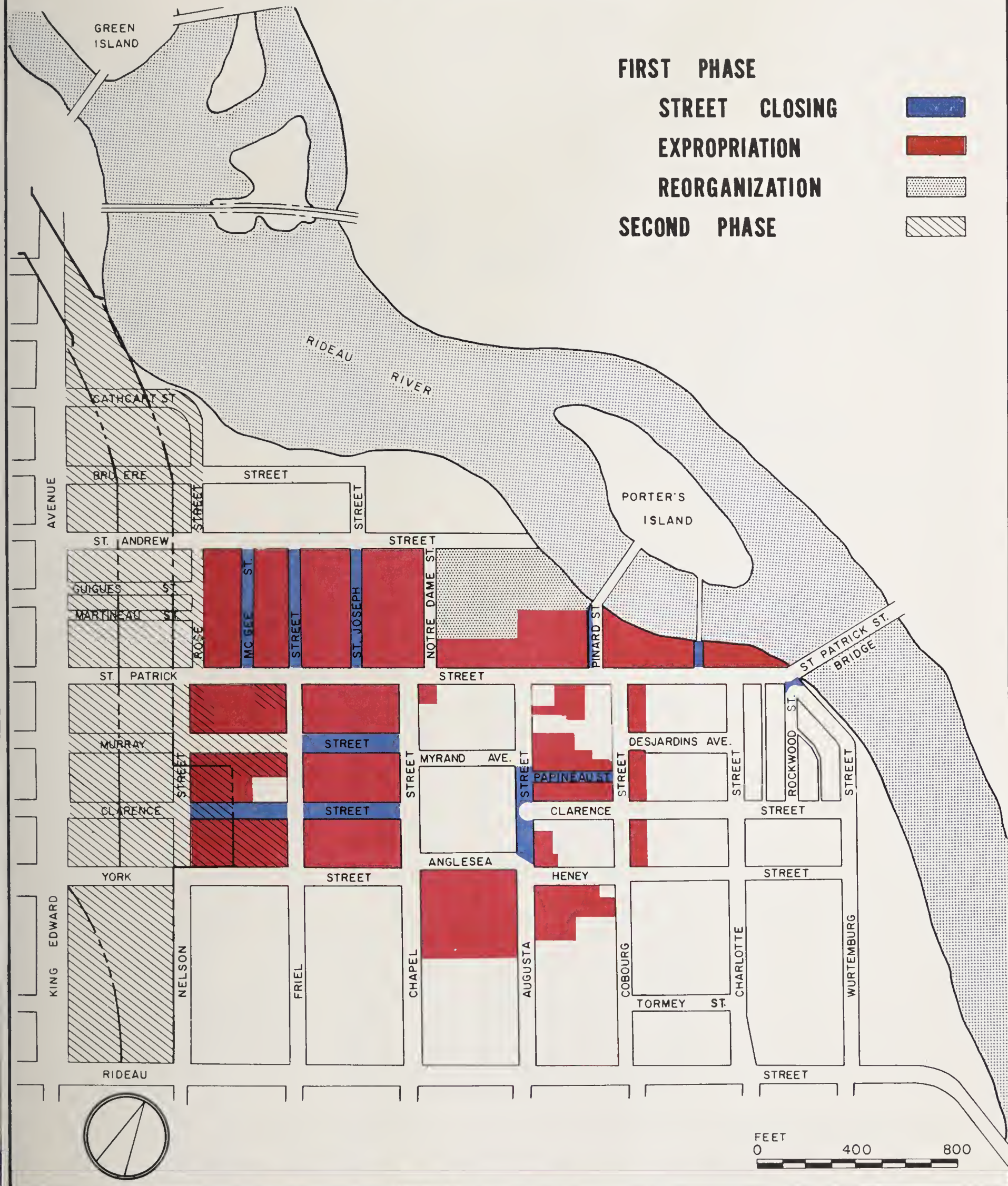
FIRST PHASE

STREET CLOSING

EXPROPRIATION

REORGANIZATION

SECOND PHASE





MAJOR REDEVELOPMENT PROPOSAL

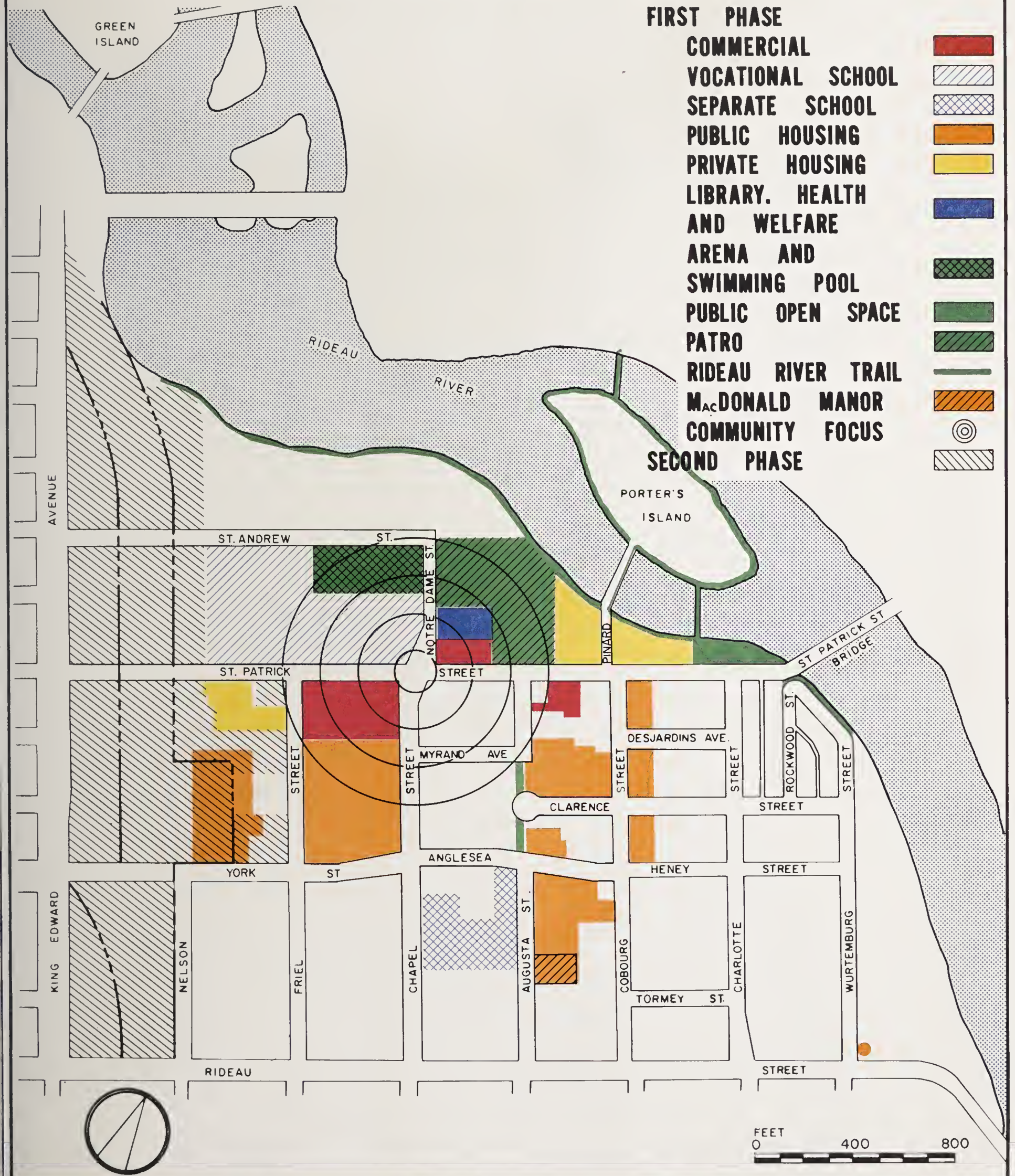
24

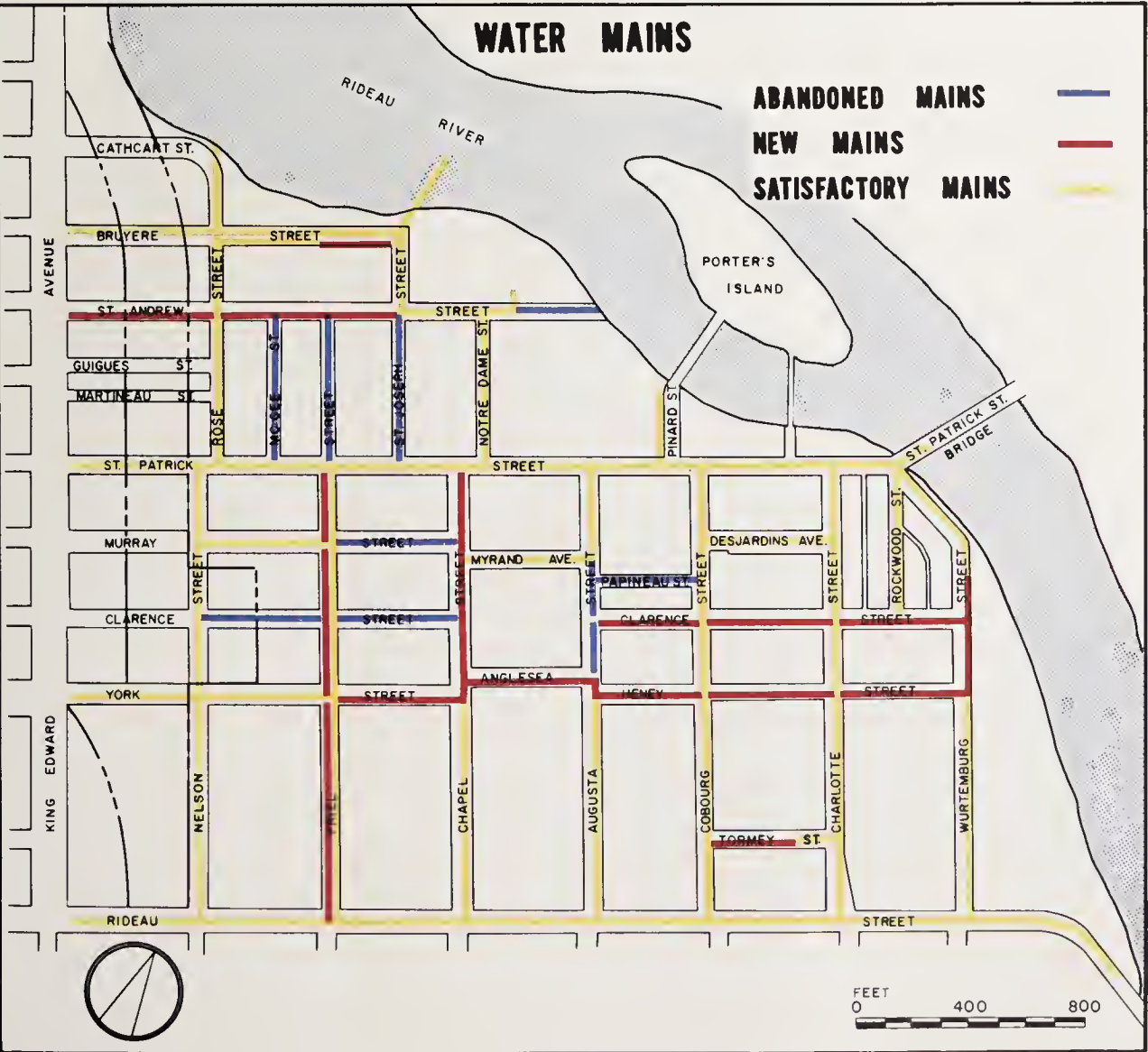
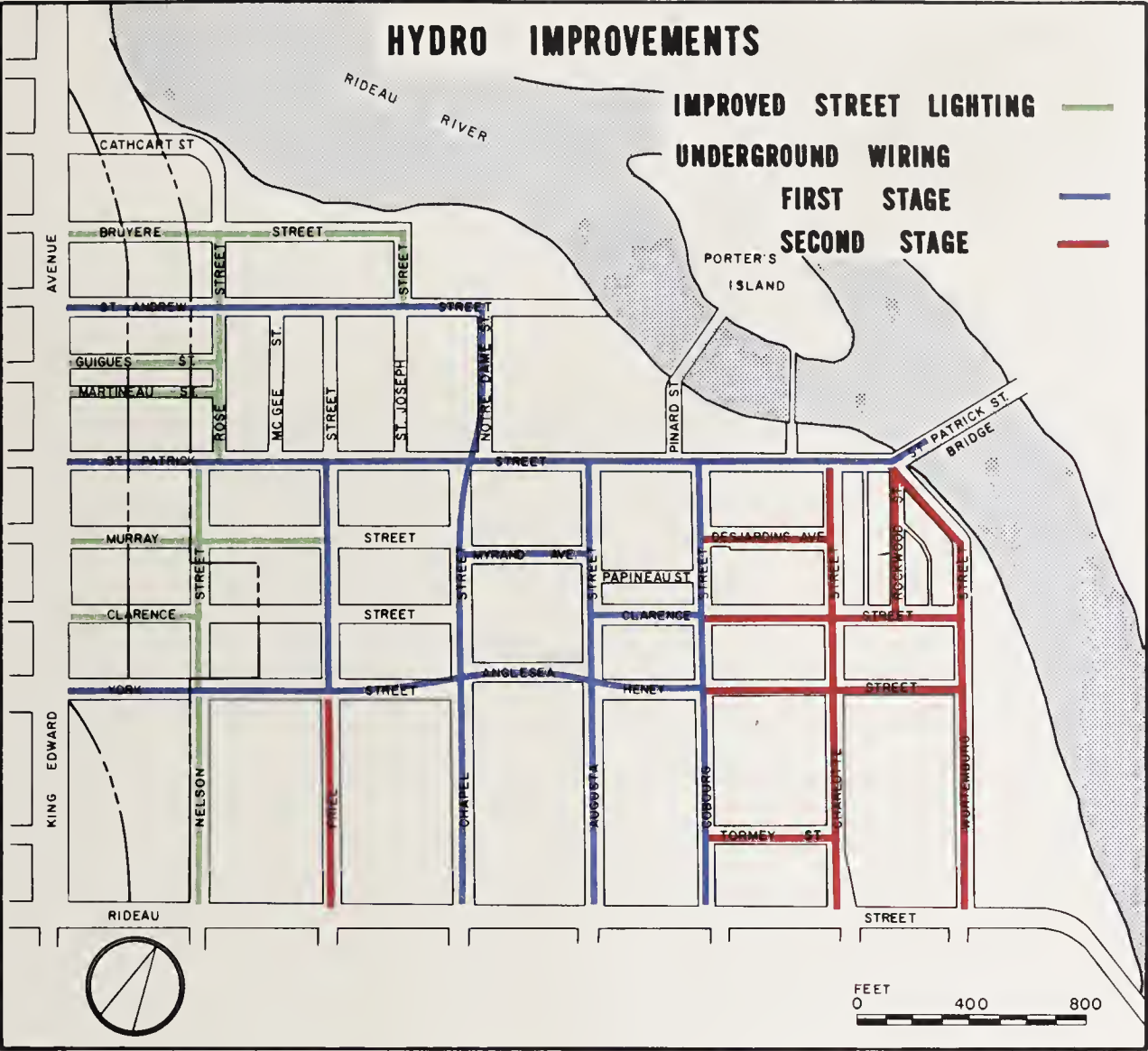
FIRST PHASE

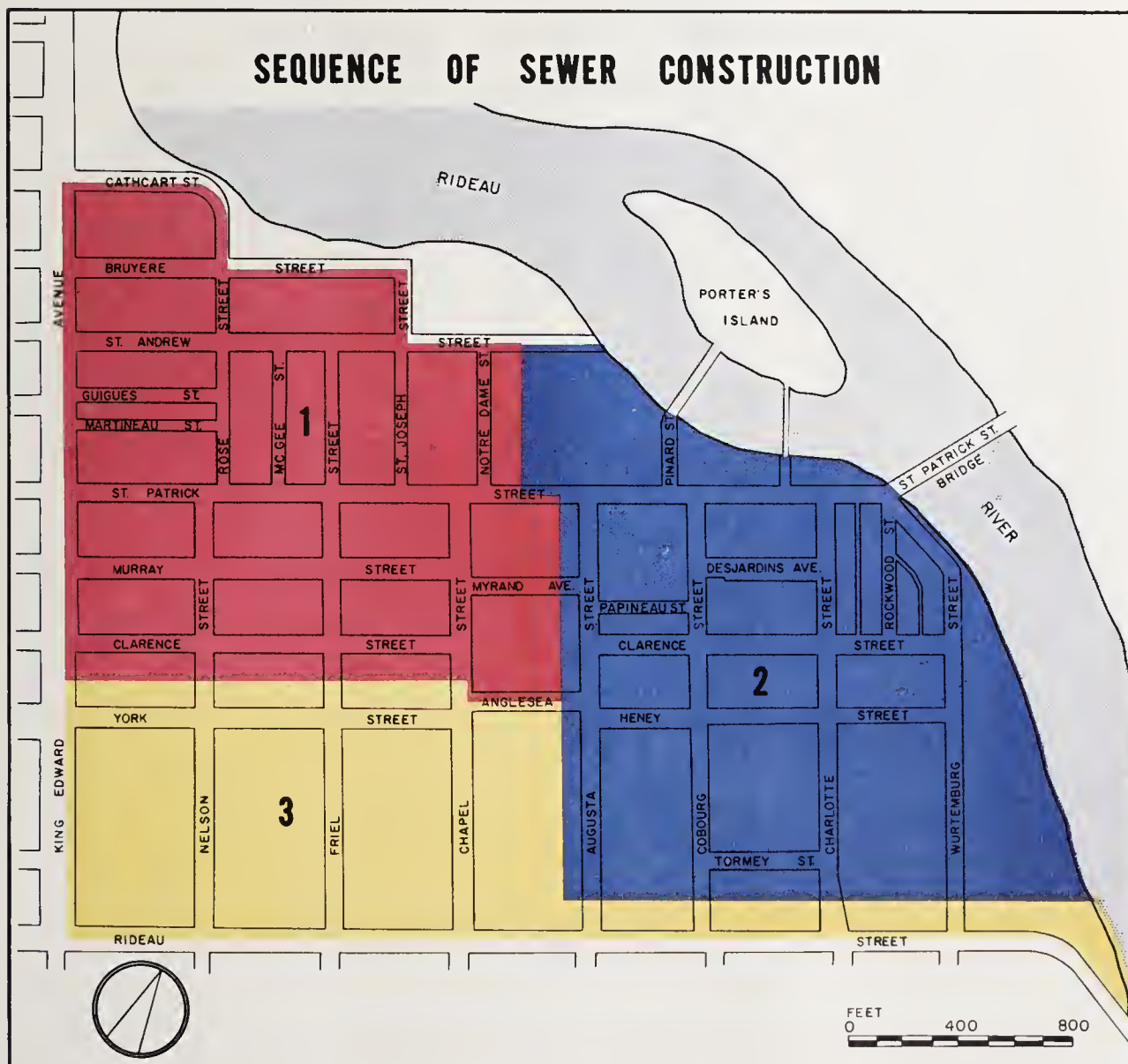
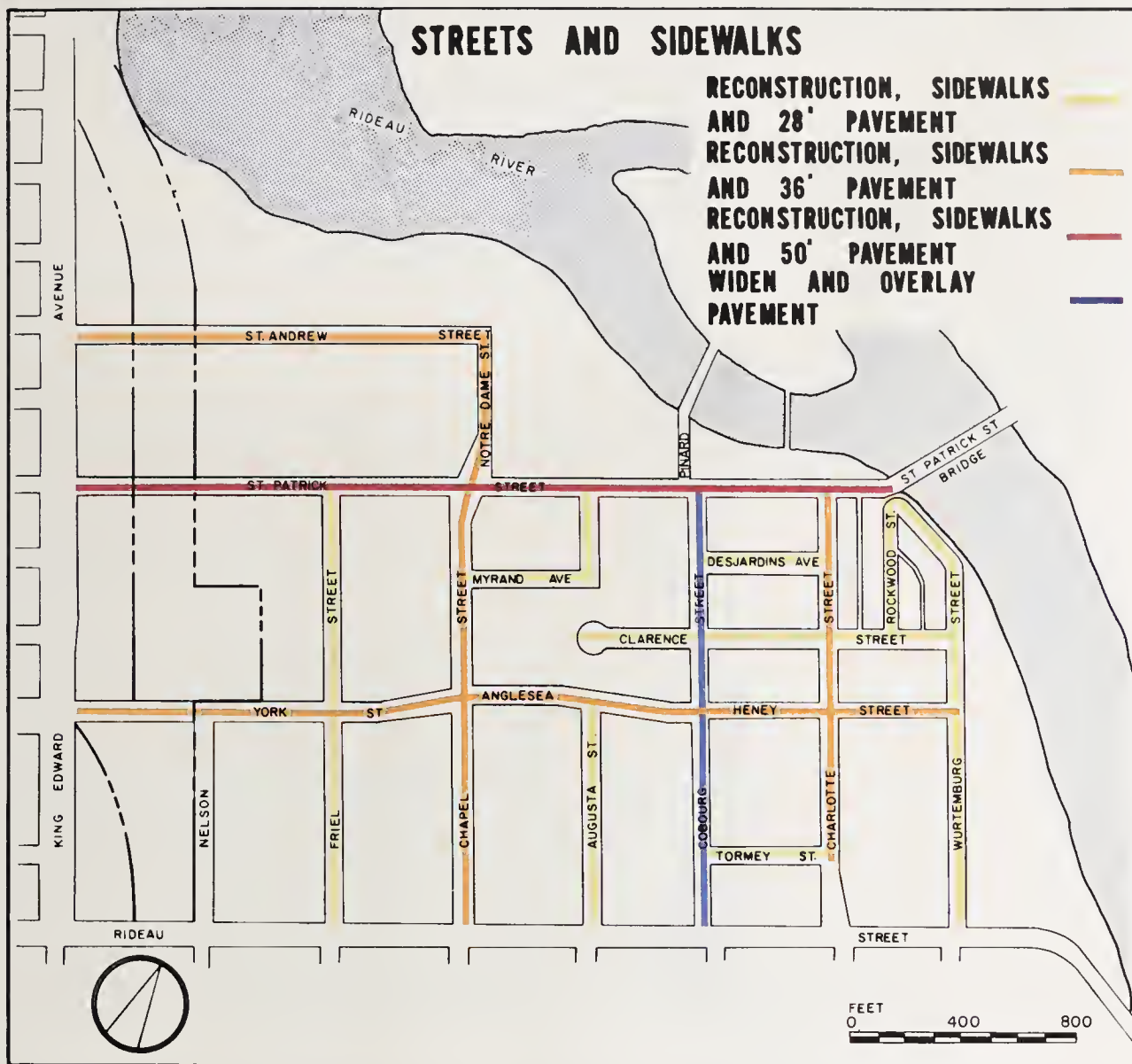
- COMMERCIAL
- VOCATIONAL SCHOOL
- SEPARATE SCHOOL
- PUBLIC HOUSING
- PRIVATE HOUSING
- LIBRARY, HEALTH AND WELFARE
- ARENA AND SWIMMING POOL
- PUBLIC OPEN SPACE
- PATRO
- RIDEAU RIVER TRAIL
- M^{AC} DONALD MANOR
- COMMUNITY FOCUS



SECOND PHASE



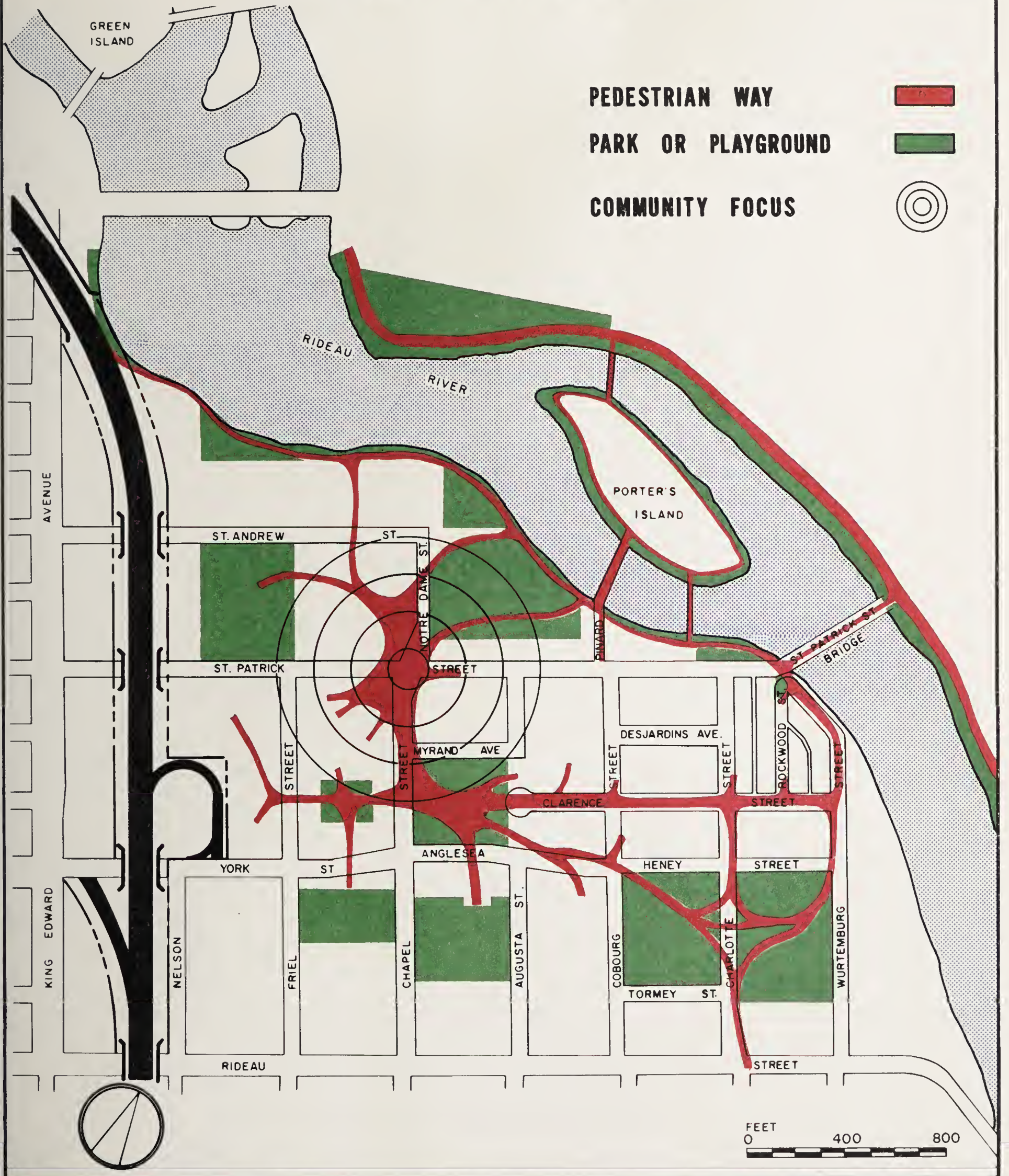




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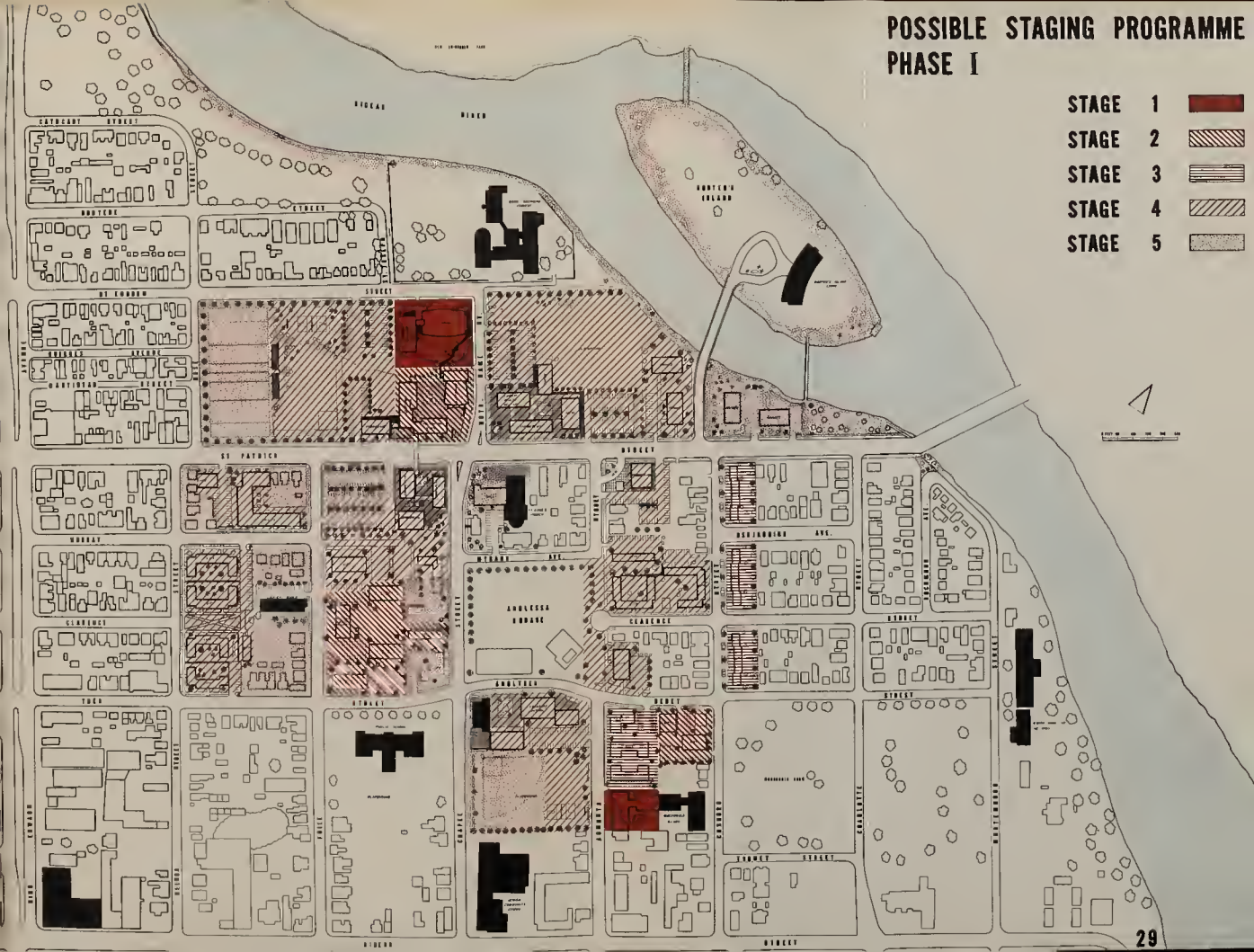
PEDESTRIAN CIRCULATION PLAN

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POSSIBLE STAGING PROGRAMME

PHASE I



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